



**STATE OF CALIFORNIA**  
**ANNUAL REPORT**  
**2008 *Keeping California Safe***



Governor's Office of Homeland Security  
California Department of Public Health

**KEEPING CALIFORNIA SAFE  
2008 ANNUAL REPORT**

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TO THE CALIFORNIA LEGISLATURE  
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## MESSAGE FROM MATTHEW BETTENHAUSEN

It is my distinct pleasure to present the fourth annual report detailing California's use of federal homeland security and public health emergency preparedness grants to prepare for, respond to, and recover from natural disasters and acts of terrorism. It is the continued commitment of the Schwarzenegger Administration to make the protection of our great State the highest priority. The Administration remains dedicated to leveraging limited federal resources, and ensuring that these funds are spent wisely, expeditiously and in a coordinated way that ensures we are meeting key local, regional, state and national homeland security and public-health emergency preparedness priorities.

In 2008, we built upon our existing programs that help protect our State from potential threats, and continued our efforts in preparing our state and local partners to respond to those threats, whether natural or manmade. Part of this effort included the successful execution the Governor's Fifth Annual Statewide Exercise, Golden Guardian. This year's Golden Guardian tested multi-jurisdictional response capabilities and mitigation efforts following a magnitude 7.8 earthquake along the southern San Andreas Fault. The following pages detail a number of other key programs aimed at addressing a public health emergency, or a natural or manmade disaster.

One of our key responsibilities in aiding our partners in preparing for an incident in an all-hazards environment is the administration of federal homeland security and public health emergency preparedness grants. Ultimately, all emergencies and/or disasters, regardless of magnitude, significance, or type, will fall within the responsibility of local jurisdictions. Therefore, ensuring that our local partners, who receive most of these funds, were able to implement their preparedness initiatives in a timely manner was one of our highest priorities.

The Office of Homeland Security (OHS), which is responsible for administering the federal homeland security grants, has been working to streamline grant processing and the reimbursement process to help these same local partners. In the past year, OHS has built upon its practice of hosting grant management workshops and other training opportunities throughout California. These workshops were designed to educate our local partners on stringent federal guidelines and to identify unique challenges to drawing down federal grants. Likewise, the California Department of Health Services (CDPH) has combined multiple funding streams into an integrated public-health emergency preparedness grant application process for local health departments in order to expedite grant processing at the local and state levels.

The county-by-county and state-agency summaries of grant allocations and expenditures provide an overview of how state and local jurisdictions are investing homeland security funding in a manner that meets the goals and objectives outlined in the updated *California Homeland Security Strategy*. Local jurisdictions are also required to submit a detailed description of how they intend to invest their allocation prior to being awarded federal funds on a reimbursement basis, as well as bi-annual strategy implementation reports on how these goals were met. Finally, the summaries also provide an overview of investments of public health emergency preparedness funding at the state and local levels, a description of the federal objectives that state and local jurisdictions must meet, and a summary of expenditures by each jurisdiction.

In 2008, we built on the foundation laid in prior years and continued to implement initiatives that have made California a better place to live and work. However, our work is never truly done and we will most certainly face new challenges. As we move forward in 2009 as the newly established California Emergency Management Agency, we are prepared to address any challenge with new objectives, priorities and goals. I look forward to continuing to work with the Legislature to meet our shared goal of ensuring the safety of this great State.

Sincerely,

Matthew Bettenhausen

## 2008 ANNUAL REPORT

### TABLE OF CONTENTS

Introduction .....	1
Expanding Federal, State and Regional Collaboration .....	2
Strengthening Information Sharing and Dissemination–Keys to Prevention .....	10
Implementing the National Incident Management System .....	16
Enhancing Preparedness through Training and Exercises.....	21
Community Preparedness .....	31
Strengthening Interoperable Communications .....	35
Public Health Preparedness Planning .....	39
Strengthening Mass Prophylaxis and Medical Surge Capacity .....	50
Preparing for Pandemic Influenza .....	55
Critical Infrastructure – Building upon a Strong Foundation .....	58
Enhancing Maritime Security.....	63
Defending our Agriculture and Food System.....	71
Strengthen Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Detection, Response, and Decontamination Capabilities.....	77
Urban Search and Rescue (US&R) Task Forces .....	83
Assessing and Bolstering Response Capabilities .....	85
Strengthening the Management of Homeland Security and Public Health Emergency Preparedness Grants .....	87
Federal Health and Human Services Grant Program .....	97
Continuity of Operations (COOP) and Continuity of Government (COG) .....	104
Bombing Prevention and Explosive Ordnance Disposal .....	108
School Safety .....	111
Enhancing Tribal Collaboration .....	113

## Introduction

California remains a high-risk environment for catastrophic events, both natural and manmade. As such, the State's emergency preparedness efforts continue to be challenged – as the devastating Southern California wildfires in fall 2008 clearly demonstrate. Our response to these fires has illustrated the tremendous efforts that have gone into providing state and local first responders and emergency services partners with the tools and training vital to ensuring lives and property are saved when disaster strikes.

While Governor Schwarzenegger continues to be a national leader in enhancing emergency preparedness and response efforts and ensuring the safety of Californians during a catastrophic event, the State cannot waiver in its vigilance. We must continue to develop our preparedness capabilities in our all-hazards environment.

The responsibility for homeland security and public-health emergency preparedness crosses nearly every jurisdictional and geographic line. This shared responsibility is demonstrated through the State's numerous mutual-aid agreements, from the federal government down to the municipal level. The various first-responder agencies, along with non-governmental organizations and volunteers, have employed remarkable effort to ensure the continued safety and security of this great State.

Because every incident will ultimately be the responsibility of local jurisdictions regardless of the kind or magnitude, more than 80 percent of the homeland security grant funds awarded to California are allocated to local and regional entities to improve their prevention, response and recovery capabilities. Similarly, 70 percent of federal grants for health departments and 75 percent of federal grants for hospitals, clinics, poison control centers, and emergency medical services agencies are allocated to local entities for public-health emergency preparedness.

Additionally, this report provides a brief description of selected federal homeland security grants that are awarded directly from the federal government to a local jurisdiction. Although these funds are not administered by a state agency or department, these additional resources are used to enhance preparedness and procure equipment that may be called upon under the State's mutual-aid system. A county-by-county summary of federal homeland security and public-health emergency preparedness funds administered by the State is also included.

Through the leadership of Governor Schwarzenegger, the State has maintained its role as a national leader in emergency preparedness. Through our proactive preventive measures and improved disaster-response capabilities, California continues to build upon the efforts made since 9/11 to address terrorism and enhance emergency preparedness.

## Expanding Federal, State and Regional Collaboration

The Governor's Office of Homeland Security (OHS) works on the philosophy of coordinating efforts and maximizing resources in order to help prevent and prepare for catastrophic events in California. The OHS has membership on over 40 statewide, regional, and local planning committees and workgroups whose main goals are the effective coordination of all resources to protect and prevent against any and all hazards.

The OHS structures its grants on regional planning efforts by requiring multi-disciplines to plan across the various regions of the State and also includes the needs of the local areas within those regions.

### **Governor's Emergency Operations Executive Council (GEOEC)**

#### **Overview**

Executive Order S-04-06, signed by the Governor on April 18, 2006, created the Governor's Emergency Operations Executive Council (GEOEC). Under the leadership of the directors of the Office of Emergency Services (OES) and the Office of Homeland Security (OHS), the GEOEC meets at least quarterly and serves as a coordinating body for emergency management and homeland security activities across state government. This council consists of state agencies and departments which have a key role in the emergency preparedness and homeland security mission. The GEOEC is tasked to:

- Assess and provide necessary information to the Governor, legislature, local agencies, and the public on pending emergency conditions that threaten public health and safety;
- Develop a consolidated set of budget, legislative, and administrative actions, along with identification of additional federal resources required to improve state prevention and response capabilities to deal with pending threats to public health and safety; and,
- Assist in the management of emergency preparedness, response, recovery and mitigation efforts.

The GEOEC created a Senior Staff Working Group (SSWG) to provide needed analytical, logistical, policy and program support to assist the GEOEC executives to accomplish full committee goals and objectives.

In March 2007, the GEOEC developed the GEOEC State Strategy for Emergency Management and Homeland Security to communicate the State's approach to addressing these mission areas and to develop a process to enhance coordination. The State Strategy builds upon previous efforts to coordinate statewide emergency preparedness activities, integrating key concepts and strategic plans identified in the California State Emergency Plan, the *California Homeland Security Strategy*, the California Pandemic Influenza Preparedness and Response Plan, and other statewide, agency and department-specific plans. It enhances, compliments, and coordinates the numerous committees and strategies that are in place to deal with the wide variety of subcomponent issues addressed by agencies and departments in their individual emergency preparedness duties. The GEOEC recognizes the need for the development of one common vision for California to support, link

and coordinate all the State's planning activities in emergency management and homeland security.

The inception of the GEOEC marked a major move in California to aggressively improve coordination, collaboration and communication among state agencies. Intended to compliment the California Emergency Council (CEC), an advisory board from multiple levels of government to the Governor on matters pertaining to statewide emergency preparedness, the GEOEC includes the members listed below.

GEOEC Membership
<ul style="list-style-type: none"> <li>• Director of the Governor's Office of Emergency Services (OES), co-chair</li> <li>• Director of the Governor's Office of Homeland Security (OHS), co-chair</li> <li>• Chair of the Air Resources Board (ARB)</li> <li>• Secretary of the Business, Transportation and Housing Agency (BTH)</li> <li>• Director of the California Conservation Corps (CCC)</li> <li>• Commissioner of the California Highway Patrol (CHP)</li> <li>• Adjutant General of the California National Guard (CNG)</li> <li>• Secretary of Service &amp; Volunteering (CaliforniaVolunteers)</li> <li>• Secretary of the California Department of Corrections and Rehabilitation (CDCR)</li> <li>• Secretary of Education</li> <li>• Director of the Emergency Medical Services Authority (EMSA)</li> <li>• Secretary of the California Environmental Protection Agency (CalEPA)</li> <li>• Director of the California Department of Finance (DOF)</li> <li>• Director of the California Department of Fish and Game (CDFG)</li> <li>• Secretary of the California Department of Food and Agriculture (CDFA)</li> <li>• Director of the California Department of Forestry and Fire Protection (CalFire)</li> <li>• Director of the California Department of General Services (DGS)</li> <li>• Secretary of the California Health and Human Services Agency (CHHS)</li> <li>• Secretary of the Labor and Workforce Development Agency (LWDA)</li> <li>• Director of the Department of Personnel Administration (DPA)</li> <li>• Director of the California Department of Public Health (CDPH)</li> <li>• Director of the California Department of Rehabilitation (DOR)</li> <li>• Secretary of the Resources Agency</li> <li>• Secretary of the State and Consumer Services Agency (SCSA)</li> <li>• Director of the California Department of Social Services (CDSS)</li> <li>• State Chief Information Officer</li> <li>• State Fire Marshal</li> <li>• State Veterinarian</li> <li>• Director of the California Department of Toxics Substances Control (DTSC)</li> <li>• Director of the California Department of Transportation (CalTrans)</li> <li>• Secretary of the California Department of Veterans Affairs (CDVA)</li> <li>• Director of the California Department of Water Resources (DWR)</li> </ul>

## **2008 Objectives and Accomplishments**

Objective: Identify processes, products and projected timeframes to be addressed during the year and fulfill requirements identified in Executive Order S-04-06.



## **Accomplishments**

- The full GEOEC committee has met on 12 occasions since June 2006, exceeding its minimum requirement of once every quarter.
- The GEOEC developed and approved the GEOEC Work Plan in April 2007, which identified processes and products to be addressed from April 2007 to June 2008. Four categories were identified to be addressed by the GEOEC, including budget, legislation, the development of a state strategy, and the GEOEC's role in an emergency.
- The Organizational Charter was officially adopted by the members of the GEOEC in July 2006 and is continually updated to reflect new members and organizational changes. The Charter outlines the roles, responsibilities, guiding principles, future goals, permanent members and general operation of the GEOEC.
- Four multi-agency work teams (Legislative, Budget, State Strategy and Policy) were created to complete the specific tasks identified in the GEOEC Work Plan.

Objective: Develop a California state strategy to enhance coordination among California state agencies and identify enterprise-wide issues and lay out joint goals and initiatives in the area of emergency management and homeland security.

## **Accomplishments:**

- In March 2008, the full GEOEC approved the first multi-agency GEOEC State Strategy for Emergency Management and Homeland Security.
- The State Strategy identified 13 enterprise-wide issues needing enhanced coordination including, Funding Issues & Coordination; Continuity of Operations / Continuity of Government (COOP/COG); Emergency Management; Community Readiness; Information Sharing; Interoperable Communications; Legislative Coordination; Pandemic Planning; Training & Exercises; Workforce Issues; Capabilities Identification and Assessment; Cyber Systems, Technology and Security Coordination; Coordination with Local, Regional and Federal Plans & Programs.
- The State Strategy Implementation Taskforce was created to develop a plan to implement the goals identified in the State Strategy. The plan was adopted by the GEOEC in June 2008 and projects are currently underway including enhancing the post disaster funding process, enhancing state COOP/COG plans, coordinating information sharing during disasters, identifying training course availability and needs statewide, and establishing a statewide workforce inventory to facilitate the deployment of state emergency disaster workers during a catastrophic disaster.

## **Federal Partnerships**

The Office of Homeland Security (OHS) continues to work with its federal partners to ensure that California's priorities, procedures and protocols involving homeland security are leading the Nation. The OHS has continued to work closely with the federal government to make sure that California's needs are understood and that federal, state and local efforts are as seamless as possible. The OHS has participated in multiple federal review sessions including those on the Target Capabilities List, the National Response Framework, National



Maritime Security work groups and the Tactical Interoperable Communications Plan Initiatives.

Throughout 2008, OHS has seen great success in its outreach to the federal government. California has participated on the working group for the National Preparedness System (NPS). The NPS is a national system designed to ensure resources are assessed and that gaps are closed in first-responder preparedness. The NPS learned of California's leadership in this area with the California Metrics Project and asked that OHS participate in this national effort.

The OHS has worked with the United States Department of Homeland Security (US-DHS) Information Analysis Unit to become the first state to have two embedded information analysts from US-DHS. This collaboration offers OHS the ability to receive the most up-to-date information from national fusion centers.

Thanks to a partnership between Governor Schwarzenegger, local government leadership and the Legislature, OHS was able to work with the federal government to ensure that San Diego and Sacramento received additional grant funding in 2007 although slated by the federal government to be removed from the list of Urban Area Security Initiative (UASI) cities.

Because of the Governor's leadership and his development of the California Maritime Security Council (CMSC), California has been recognized as a national leader in Port Security. California was granted a pilot by the Domestic Nuclear Detection Office (DNDO) in San Diego for the development and deployment of protocols, procedures, and state-of-the-art equipment in radiation detection and small watercraft/vessel detection. The OHS will continue to work with the US Coast Guard and DNDO to further develop next generation technology to keep the ports safe.

While these are some of the highlights of OHS involvement with the federal government, OHS personnel regularly attend meetings, exercises and workshops with federal stakeholders to include: Federal Emergency Management Agency's (FEMA) Region IX, Regional Interagency Steering Committee (RISC), the Biowatch Advisory Committees for San Francisco-Los Angeles-San Diego regions, the United States Coast Guard's Area Maritime Security/Executive Steering Committees for Sectors San Francisco-Los Angeles/Long Beach-San Diego, the Preventive Radiological Nuclear Detection Program and are fully engaged with the State's assigned Protective Security Advisors from US-DHS.

### **FEMA Region IX Interagency Steering Committee (RISC)**

The Governor's Office of Homeland Security-Planning, Research and Emergency Preparedness Division continue interaction with the Federal Emergency Management Agency Region IX and supporting federal agencies within the Interagency Steering Committee.

The agencies are responsible for supporting the State of California in the overall activities of the federal government for domestic incident management by providing the core management and administrative functions in support of National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations.

The Federal Emergency Management Agency (FEMA) Region IX serves the states of Arizona, California, Hawaii and Nevada, as well as the territories of American Samoa and Guam, the Commonwealth of the Northern Mariana Islands, the Republic of the Marshall Islands and the Federated States of Micronesia. Region IX serves a culturally diverse population in excess of 41 million people and covers 386,000 square miles with a breadth of more than 8,000 miles.

FEMA RISC Membership
<p>Primary Agency:</p> <ul style="list-style-type: none"> <li>• U.S. Department of Homeland Security/Federal Emergency Management Agency</li> </ul> <p>Supporting Federal Agencies:</p> <ul style="list-style-type: none"> <li>• Department of Agriculture</li> <li>• Department of Commerce</li> <li>• Department of Defense</li> <li>• Department of Education</li> <li>• Department of Energy</li> <li>• Department of Health and Human Services</li> <li>• Department of Homeland Security</li> <li>• Department of Housing and Urban Development</li> <li>• Department of the Interior</li> <li>• Department of Justice</li> <li>• Department of Labor</li> <li>• Department of State</li> <li>• Department of Transportation</li> <li>• Department of the Treasury</li> <li>• Department of Veterans Affairs</li> <li>• Environmental Protection Agency</li> <li>• Federal Communications Commission</li> <li>• General Services Administration</li> <li>• National Aeronautics and Space Administration</li> <li>• Nuclear Regulatory Commission</li> <li>• Office of Personnel Management</li> <li>• Small Business Administration</li> <li>• U.S. Postal Service</li> <li>• American Red Cross</li> </ul> <p>State Agencies:</p> <ul style="list-style-type: none"> <li>• California Office of Emergency Services</li> <li>• California Office of Homeland Security</li> </ul>

## **BioWatch**

California's three BioWatch Advisory Committees are collaborative members of the National BioWatch program (Program). The BioWatch program is the only federally-managed, locally-operated, nationwide bio-surveillance system designed to detect the intentional release of select aerosolized biological agents. The Program operates 24/7 in more than 30 high-threat metropolitan areas across the country. To date, BioWatch has analyzed more than 3 million air samples with zero false positives.

Early detection of a biological attack is critical to the successful treatment of affected populations and provides public-health decision makers more time; and thereby more

options, in responding to, mitigating, and recovering from bioterrorist events. Furthermore, early detection is important for the rapid identification of a bioagent, which allows for prophylactic treatment and prevention of casualties. BioWatch can also help provide forensic evidence on the source and nature of the attack, which is critical to law enforcement investigations.

BioWatch is a program within the U.S. Department of Homeland Security's Office of Health Affairs' Weapons of Mass Destruction and Biodefense Office. The Program is operated by a team comprised of field, laboratory, and public health officials from city, county, state, and federal organizations. This coordinated team is responsible for installing bio-collectors, collecting daily samples, analyzing and reporting laboratory results, and responding to BioWatch Actionable Results.

The BioWatch Advisory Committee members provide status reports, discuss operational issues and plan for any future potential changes to the BioWatch Program. The committees also work to improve future response coordination to a BioWatch Actionable Result through enhanced collaboration and examinations of lessons learned. The BioWatch Advisory Committees identify strategies and resources for continued successful implementation of the BioWatch Program.

BioWatch Advisory Committee Members
<p>A number of key partners play pivotal roles to ensure the Program's success, including:</p> <ul style="list-style-type: none"> <li>• The U.S. Department of Homeland Security, which provides funding and oversight for the program.</li> <li>• City, county and state governments, which operate the BioWatch Program at the field level.</li> <li>• The Centers for Disease Control and Prevention, which oversees the Laboratory Response Network where collected samples are analyzed and acts as a liaison with state and local public-health departments.</li> <li>• The U.S. Environmental Protection Agency, which serves as the primary contact for state and local environmental monitoring agencies and performs or assists in sampling activities in response to a positive signal.</li> <li>• The Federal Bureau of Investigation, which provides threat assessments and is the lead law enforcement agency in the event of a BioWatch incident.</li> <li>• The National Laboratories, which provide technical support, including the development and assessment of new technologies and protocols.</li> </ul>

## Planned Activities

In just five years, BioWatch has made significant progress in strengthening our Nation's biodefense. Improvements to existing technologies, processes, and relationships will continue to be important factors as the program evolves. Future goals include:

- Enhancing detection coverage by adding more outdoor and indoor collectors to established and new BioWatch jurisdictions.
- Improving current collection technologies and methods for greater detection and cost efficiencies.

- Maximizing coordination and collaboration with other detection programs.
- Providing improved incident characterization resources to support field operations.

### **Pacific Northwest Emergency Management Arrangement (PNEMA)**

Regional collaboration continues to be a critical component of California's efforts to maximize readiness to respond to and recover in an all-hazards environment. The OHS recognizes the importance of coordinating our emergency preparedness, response and recovery measures over contiguous jurisdictions to enhance our collective preparedness for catastrophic or regional events.

To this end, California has begun to explore the possibility of becoming a signatory to the Pacific Northwest Emergency Management Arrangement (PNEMA). PNEMA is a mutual-aid compact between Alaska, British Columbia, Idaho, Oregon, Washington, and the Yukon Territory. The PNEMA signatories recognize that regionally-based emergency preparedness, response, and recovery measures benefit all jurisdictions in the Pacific Northwest and best serve their respective national interests. PNEMA is consistent with the 1986 Agreement between the Government of Canada and the Government of the United States on Cooperation in Comprehensive Civil Emergency Planning and Management. The U.S. Congress consented to the terms of PNEMA in 1988 with the approval of Public Law 105-381.

PNEMA establishes procedures that enable the timely provision of emergency management support when requested by a member jurisdiction. It also establishes an advisory committee, the Western Regional Emergency Management Advisory Committee (W-REMAC) to facilitate a meaningful and ongoing exchange of advice, cooperation or assistance on issues related to civil emergencies.

California will continue to work with the current signatories to develop a consensus regarding the addition of the State as a party to PNEMA and member of W-REMAC and the process by which we can make this happen.

## Strengthening Information Sharing and Dissemination– Keys to Prevention

### **Overview**

The cornerstone of California's terrorism prevention strategy continues to focus on efforts to deter and disrupt terrorism operations before they occur by facilitating support to federal, state and local law enforcement activities to enable specific capabilities, such as Suspicious Activity Reporting (SAR), alerts, warnings, notifications, risk and threat assessments and situational-awareness reporting.

To compliment federal prevention and information sharing efforts by the U.S. Department of Homeland Security (US-DHS) and the Federal Bureau of Investigation (FBI), California has created the State Terrorism Threat Assessment System (STTAS) to integrate and formalize key relationships. Prominent components of the STTAS include four mutually supporting Regional Terrorism Threat Assessment Centers (RTTACs), aligned with the four FBI field offices in the state (San Diego, Los Angeles, San Francisco and Sacramento), and a State Terrorism Threat Assessment Center (STTAC) in Sacramento. These elements are all linked by automated, common, information-sharing systems known as the California Joint Regional Information Exchange System (Cal JRIES) and the Homeland Security State and Local Intelligence Community Interest (HSIN-SLIC) as well as those operated RTTAC to RTTAC and the federal government, some of which are described below in the Accomplishments section.

Prompt information sharing on public-health threats is important in controlling the spread of communicable disease, both within California and across the California/Mexico border. Beginning in 2007, the California Department of Public Health (CDPH) updated the California Health Officers Practice Guide for Communicable Disease Control (the Guide) that was issued in 2006, to reflect changes in state statutes. The Guide provides county councils and local health departments (LHD) with practical information on state legal authorities for controlling the spread of disease. In 2007, CDPH established a new public-health emergency-preparedness website focused on providing information to the public regarding preventing and responding to emergencies. The website, [www.bepreparedcalifornia.ca.gov](http://www.bepreparedcalifornia.ca.gov), is designed to be the "go to" online resource to help Californians prepare for a public-health emergency. The website is organized into six sections that address the guidelines for Californians on preparing for emergencies, provide educational information on the impact of public-health emergencies, and identify resources for the public to obtain services during an emergency. Additionally, the website includes links to federal information sources and media resources. In addition, to date, OHS has trained 26 State Agency Terrorism Awareness Officers who present the various agencies within California's health communities. These officers also receive quarterly terrorism assessment updates and copies of FBI/DHS alert and assessment products via OHS emails.

The CDPH maintains the California Health Alert Network (CAHAN), as the State's official health alerting and notification system. CAHAN is a secure web-based system that meets federal Public Health Information Network (PHIN) certification standards. The PHIN standards and technical requirements are intended to improve the capacity of public health to use and exchange information electronically during public-health emergency preparedness and response. In 2008, CDPH and local health departments added over

5,500 new CAHAN users to reach approximately 16,000 users across the state. In addition, CDPH established a full-time dedicated Help Desk for CAHAN.

In 2008, CDPH initiated the CAHAN Expansion Project to add licensed healthcare facilities as CAHAN users in order to provide standardized alerting capability for these important healthcare partners. During 2008, CDPH completed Phase 1 of the project that focused on training and enrollment of California's hospitals as CAHAN users. Regional CAHAN training workshops were held across the state for hospital staff. CDPH worked with the California Hospital Association (CHA) to create primary and supplemental hospital roles that represent key staff that will be able to receive and confirm an alert in the event of a disaster or emergency. In January 2009, CDPH will initiate Phase 2 of the CAHAN Expansion Project which will focus on expanding CAHAN to California's 2,000 skilled nursing facilities and 500 clinics.

The CDPH maintains redundant communication systems that are several levels deep to ensure communication capability if telephone systems, electrical utilities, and other communication systems become inoperable. In June 2008, OHS awarded CDPH a Public Safety Interoperable Communications (PSIC) grant in the amount of \$399,293. The PSIC grant provides public-safety agencies with the opportunity to achieve meaningful and measurable improvements to the state of public safety communication interoperability. Funds from this grant will be used to purchase P25 compliant 700 MHz radios, two base radios to allow communication with the Centers for Disease Control and Prevention (CDC) via the National Public Health Radio Network, and Voice Over-Internet Protocol (VOIP) equipment to provide redundant voice communication.

The Northern California wildfires during summer 2008 caused extensive concerns about the health impacts of the wildfire smoke. In response to requests from Local Health Officers about the actions they should take to restrict outdoor activities in smoky areas, CDPH issued *Wildfire Smoke: A Guide for Public Health Officials*. This resource was developed by scientists, air quality specialists and public-health professionals from federal, state, and local agencies and includes information on smoke behavior, respiratory protection, use of air cleaners and air conditioning; explanation of how to align public-health interventions with estimated or measured levels of particles; information on building HVAC use; ash clean-up; and model air quality alerts. The guide also includes links between levels of air quality and activities that should be restricted. The CDPH also produced a fact sheet, "Protect Your Lungs from Wildfire Smoke" for the general public on how to choose and correctly use N95 or P100 particulate respirators for protection from the harmful effects of wildfire smoke. This guidance, translated into 12 languages, is posted on CDPH's public-health emergency preparedness website, [www.bepreparedcalifornia.ca.gov](http://www.bepreparedcalifornia.ca.gov).

## **2008 Objectives and Accomplishments**

During the past year, California has made significant progress to create and sustain effective information sharing, situational awareness and strategic analytical capabilities within the State, Western Region and Nation through partnerships that expand across federal and local jurisdictions. These efforts utilize advanced technologies and training methodologies to insure efficient use of resources and to avoid redundancies. The following are the objectives from the 2008 *California Homeland Security Strategy* associated with Information Analysis and Sharing, and OHS' accomplishments in this field.



OBJECTIVE 2.1	Enhance California's State Terrorism Threat Assessment Strategy and Information Sharing Process Among Disciplines, Regions, Private Sectors, and at all Appropriate Levels of Government
OBJECTIVE 2.2	Enhance Border Security and Prepare Border Communities for Emergencies
OBJECTIVE 2.3	Continued Collaboration and Coordination for Implementation and Compliance with the REAL ID Act of 2005
OBJECTIVE 2.4	Continue to Promote Terrorism Awareness and Prevention Through the Private Sector and Public Involvement
OBJECTIVE 2.5	Enhance Case Deconfliction Software and Personnel
OBJECTIVE 2.6	Enhance Number of Intelligence Analysts at Regional Terrorism Threat Assessment Centers (RTTAC)
OBJECTIVE 2.7	Increase Communication with the 17 Key Resources/Critical Infrastructure Sectors
OBJECTIVE 2.8	Further Integrate Existing Information Sharing Tools
OBJECTIVE 2.9	Expand Information Sharing in Annual Statewide Exercises
OBJECTIVE 2.10	Enhanced Analyst Training and Capabilities to Include Enhanced Information Sharing Systems and the Analytical Tool-Set
OBJECTIVE 2.11	Continue Coordination for the Expansion, Use, and Content in the CALJRIES System
OBJECTIVE 2.12	Enhance and Expand the Terrorism Liaison Officer (TLO) Program Representing Law Enforcement, Public Safety, State Agencies, and Private Security Firms
OBJECTIVE 2.13	Develop a New Information Sharing and Data Analysis Unit for the California Department of Corrections and Rehabilitation
OBJECTIVE 2.14	Enhance Information Sharing and Terrorism Detection Capabilities in the Maritime Domain
OBJECTIVE 2.15	Develop a Web Based System to Share Information With the Private Sector Owner/Operators

## 2008 Accomplishments:

- Enhanced California's State Terrorism Threat Assessment System (STTAS) for information sharing to connect and integrate a wide array of federal, state and local partners and stakeholders. This objective includes the further development of the STTAS and its Concept of Operations that defines federal, state and local roles for information sharing. An important feature of the STTAS is the written statement of privacy guidelines to protect civil liberties.
- The STTAS system, along with other federal, state and local partners, has provided terrorism awareness and/or Terrorism Liaison Officer (TLO) training to an additional 2,654 officers in 2008. These training initiatives were certified by either DHS and/or California Commission on Peace Officer Standards and Training (POST) In addition, the RTTACs, collectively, have created a one-day TLO course that is POST-certified and is awaiting DHS certification.
- The OHS continues to expand the terrorism awareness training to the State Terrorism Awareness Group that now includes over 100 individuals representing over 40 state agencies. Peace officers, within the State Terrorism Awareness Group, are referred to their regionally-located RTTACs to further integrate them into their Area of Responsibility (AOR) for information sharing and advanced training. The

State Terrorism Awareness Group is also afforded quarterly threat-assessment sessions by STTAC analysts as well as the recipients of 94 intelligence products and 140 free training opportunities. The OHS has also facilitated the above training and information sharing for the Rural Crimes Task Force, the California Resource Officers Association and the Institutional Gang Investigators, assigned to the California Department of Corrections and Rehabilitation (CDCR).

- Consistent with the September 2008 Global Justice Information Sharing Initiative “Baseline Capabilities for State and Major Urban Area Fusion Centers” (of which OHS was a contributor), OHS developed a strategy to aid the Critical Infrastructure and Key Resource (CI/KR) communities through:
  1. The dissemination of alerts, warnings, notifications and other relevant analytic reports to the affected critical infrastructure or private sector entity; and
  2. Mechanisms in place to receive tips and leads from the private sector.

To advance the above objectives, OHS initiated dialogue with the FBI’s Infragard representatives in Sacramento and Los Angeles in order to establish the most efficient method to disseminate information and security enhancement protocols to officers assigned to the CI/KR communities. To date, OHS has assessed two dissemination tools for effective outreach to the private sector; namely, Roam Secure Alert Network (RSAN) and Law Enforcement On-Line (LEO) National Alert System. The latter system is a free system that was demonstrated by the FBI to the STTAC on November 13, 2008. Also, each Critical Infrastructure sector is assigned to a STTAC analyst who is tasked to create dynamic security assessments and mitigation advisories for the respective sector.

The Office of Homeland Security, Information Analysis (OHS-IA) Division is collaborating with the Planning and Research Division to incorporate Geospatial Information Systems (GIS) technology to aid in the trend and pattern analysis of SARs that affect CI/KR sites and/or communities.

- Enhanced case deconfliction software and personnel. The OHS has consulted with various state and local law-enforcement leaders and regional, fusion-center commanders and has assessed that they are desirous to network California into a comprehensive system that provides broad integration, collaboration and deconfliction capabilities that are consistent with established privacy laws and regulations. The OHS is committed to sharing the cost of this initiative for the greater law- enforcement community, which includes the RTTACs.
- Increased the number of intelligence analysts at regional terrorism threat assessment centers. In 2008, a 40% increase of intelligence and critical infrastructure assessment analysts assigned to RTTACs was realized. The total percentage increase of all analysts assigned to RTTACs and the State Terrorism Threat Assessment Center in 2008 was 58%.
- Enhanced analyst training and capabilities to include enhanced information-sharing systems and analytical tool-set. A significant analytical tool which has enhanced our information-sharing ability is the upgraded HSIN-SLIC (supra), which facilitates California’s ability to collaborate with the approximately 45 fusion centers and seven federal agencies nationwide. The SLIC has the capability of secure messaging,

online library, forum discussions, posting of Request for Information (RFI) and on-line chat between analysts. The State Terrorism Threat Assessment Center (STTAC) has developed a data base for Terrorist Identities Datamart Environment (TIDE) reports obtained from the FBI Terrorism Screening Center (TSC). The data from the reports are cross-referenced with available exiting law-enforcement records within California for strategic analytical purpose and/or in an effort to identify pre-incident indicators of terrorism or criminal support activities

The STTAC has also developed a database for California-related suspicious activities called the Suspicious Activities Report (SAR). Using existing computer programs and models, analysts are able to develop patterns, trends, and induce predictive analysis related to surveillance and other observations which might interdict or mitigate a terrorist attack.

- Continued coordination for the expansion, use, and content in the CAL-JRIES System. From 2007 to 2008, there was an increase of 29.95% of CAL-JRIES portal users and an increase of 15.2% of Groove users.
- Expanded information sharing in the Annual Statewide Exercises. The OHS's Training and Exercise Division coordinated with the Information Sharing Division to continue exercising the STTAS system to address natural and/or manmade disasters. As such, table top exercises were scheduled in November and December of 2008, to insure that the capabilities of the STTAS, as well as its management component, were working effectively and efficiently and had the ability to recognize and remedy deficiencies.
- Assisted the development of a new information sharing and data analysis unit for the California Department of Corrections and Rehabilitation. The new physical site for the STTAC, located at the California National Guard, is scheduled to open in January 2009, with planned permanent representation by CDCR thus advancing CDCR's strategic analytic capabilities.
- Enhanced information sharing and terrorism detection capabilities in the maritime domain. The OHS-IA officials have hosted meetings with California maritime and port officials under the sponsorship of the California Maritime Security Council throughout the year, as well as with US Coast Guard officials to advance the creation of a Terrorism Awareness program for the maritime community. The OHS has also participated in a Table Top Exercise (TTX) with private sector Oil Platform and local law enforcement and response and health officials. This forum resulted in the agreement to include relevant officials, within this private critical infrastructure sector, to receive terrorism awareness training and integration into STTAS. Additionally, STTAC analysts have acquired Homeport accounts and receive weekly Maritime Threat Reports via the U.S. Coast Guard that allows for the rapid exchange of information that affects the maritime community.
- The California Department of Public Health (CDPH) added 5,500 new users to CAHAN, reaching a new total number of 16,000 CAHAN users.
- The CDPH implemented Phase I of the CAHAN Expansion Project, conducting statewide training sessions to enroll hospital staff as CAHAN users.
- The CDPH established a CAHAN help desk with a dedicated toll-free help desk number and a fulltime help desk staff.

- The CDPH entered a five-year contract with a consultant to configure and deploy the WebCMR/ELR project, California's PHIN compliant solution for electronic disease reporting and surveillance.
- The CDPH continued quarterly drills of its communications systems. This included notification/acknowledgement of key response partners using off-grid communications via internet satellite.

# Implementing the National Incident Management System

## Overview

Pursuant to Homeland Security Presidential Directive (HSPD-5), the federal Department of Homeland Security (DHS) developed the National Incident Management System (NIMS) to ensure cooperation and coordination among all levels of government across the nation, by using a national approach to domestic incident management. In response to this directive, Governor Schwarzenegger issued Executive Order S-02-05, which included instructing the Governor's Office of Emergency Services (OES) and the Governor's Office of Homeland Security (OHS) to complete the following:

- Utilize the Standardized Emergency Management System (SEMS) Advisory Board to develop a program to integrate the NIMS to all extent appropriate, into the state's emergency management system.
- Identify any statutes and regulations that need to be eliminated or amended to facilitate implementation of NIMS.

In September 2006, OES published the *California Implementation Guidelines for the National Incident Management System*, a work book and user manual, and made the document available online to assist the emergency management community with NIMS integration throughout the state. This publication was completed following months of review and evaluation of emergency activities throughout all phases of emergency management, including preparedness, response, recovery, and mitigation. There were numerous working groups and technical-specialist committees established to ensure integration of the NIMS and SEMS, and compliance with all federal requirements. This culminated in an all-encompassing, emergency-management system that included not only federal, state, local, and tribal governments, but also private sector, non-governmental organizations (NGO), and volunteer agencies. In a letter to DHS signed jointly by OES and OHS, California reported the successful integration of SEMS/NIMS during fiscal year 2006.

Originally built through a collaborative intergovernmental partnership with significant input from the incident management functional disciplines, nongovernmental organizations, and the private sector, NIMS was first introduced in March 2004. As originally defined, NIMS provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.

Since then, DHS has strengthened the system's overall effectiveness by continually upgrading NIMS's core concepts to incorporate best practices and lessons learned from recent events. Through these all-encompassing efforts, DHS released an updated version of NIMS in December of 2008, to reflect contributions from all partners, including lessons learned during recent incidents.

The newest iteration of NIMS retains the systematic approach to integrating best practices and methods into a unified national framework for incident management. This framework

improves coordination and cooperation across all types of incident response and emergency management by establishing the following:

- A comprehensive, nationwide, systematic approach to incident management, including the Incident Command System, Multiagency Coordination Systems, and Public Information.
- A set of preparedness concepts and principles for all hazards.
- Essential principles for a common operating picture and interoperability of communications and information management.
- Standardized resource-management procedures that enable coordination among different jurisdictions or organizations.
- Scalability, so it may be used for all incidents (from day-to-day to large-scale).
- A dynamic system that promotes ongoing management and maintenance.

In January 2008, DHS released the National Response Framework (NRF), an updated version of the National Response Plan developed to improve interoperability with NIMS. While NIMS provides a template for the management of incidents, the NRF provides the structure and mechanisms for national-level, incident-management policy. In accordance with the NRF, effective response to an incident is a shared responsibility of governments at all levels, the private sector, NGOs, and individual citizens. The five key principles that constitute the national response doctrine per the NRF are:

- Engaged partnership.
- Tiered response.
- Scalability, flexibility, and adaptability of operational capabilities
- Unity of effort through unified command.
- Readiness to act.

### **Current Progress**

Since the implementation of NIMS, DHS has been providing states with annual compliance metrics requiring self-certification. The NIMS Compliance Assistance Support Tool (NIMSCAST) ensures certification compliance through the use of compliance metrics as the key to federal preparedness funds. Entities at all levels receive funds provided that they report self-certification of NIMS metrics. California has actively participated in this certification process, ensuring that state agencies, local governments and tribal nations maintain the ability to work efficiently and effectively together.

### **Compliance Metrics 2008**

The following were key categories for Fiscal Year 2008 (FY08) provided to states and territories by DHS:

- Adoption.
- Preparedness-Planning.
- Preparedness-Training.
- Preparedness-Exercise.
- Communications and Information Management.
- Resource Management.

- Command and Management.

In each category, state, local governments and tribal nations addressed specific compliance objectives, outlining necessary actions to be accomplished in FY08. The following are California's accomplishments in each NIMSCAST category during FY08.

### **Adoption**

The Office of Emergency Services (OES) continued to collaborate with state, local, and tribal entities to enhance certification activities within the state-compliance rollup through NIMSCAST. To assist with NIMS implementation and the completion of NIMSCAST, OES' Preparedness Branch has increased outreach to the emergency community for both governmental and non-governmental partners. Outreach efforts include:

- Training at OES headquarters.
- Guidance at local-government conferences through regional interactions.
- Quarterly information sharing at the Statewide Emergency Planning Council held at OES headquarters.

Additional guidance can be found online at the Preparedness Branch section of the OES website. Currently, 15 of 19 state agencies with emergency responsibilities and 51 of the 58 counties are compliant.

### **Preparedness Planning**

The compliance activities described in this metric focus on the revision of plans, operating procedures, NIMS, and NRF; and the development of interstate, interagency, and non-governmental mutual-aid/assistance agreements. During 2008, OES revised the State Emergency Plan to fully incorporate NIMS and to complement the federal NRF. The new plan was forwarded to the Governor and the California Emergency Council, and is expected to be approved by early 2009.

Additionally, California has expanded its preparedness capabilities in 2008 by entering agreements with the United States Marine Corps for fire suppression support; the Business Executives for National Security (BENS) to secure privately-held food commodities and other resources; Wal-Mart and the United Grocers Association for emergency assistance; and the California Utilities Emergency Association for utility support during emergencies.

### **Preparedness Training**

The OES and OHS continued coordinating the planning, development, coordination and conduction of training as described in the NIMS Five Year Training Plan, introduced in February 2008. As of September 2008, the following numbers of emergency personnel have completed training in each of the following disciplines required for NIMS compliance.

- ICS-100 Introduction to Incident Command System - 156,438.
- ICS-200 Incident Command System for Single Resources and Initial Action Incidents - 110,179.
- ICS-300 Intermediate Incident Command System - 11,379.
- ICS-700 National Incident Management System (NIMS), An Introduction - 155,088.



- ICS-800 National Response Framework, An Introduction - 13,975.

In accordance with this compliance objective, continuous outreach to all personnel in emergency capacities continues to enhance knowledge, skills, and abilities with training available through OES, OHS, and the California State Training Institute.

### **Preparedness Exercise**

Compliance with this objective requires planning for and/or participating in an all-hazards exercise program involving emergency management/response personnel from multiple disciplines and/or jurisdictions. To this end, in November 2008, California conducted the largest earthquake exercise in history, Golden Guardian 2008, simulating a 7.8 magnitude earthquake on a fault in Southern California. Golden Guardian involved multiple federal, state and local government agencies, more than five million registered private citizens, and a multitude of private businesses and volunteer organizations. The exercise, which took over a year to plan, will be evaluated in early 2009 in an After Action-Corrective Action report.

### **Communications and Information Management**

California's history of combating wildfires established ongoing cooperation between the state's first responders, and emphasized the need for interoperability. The Communications and Information Management compliance objective builds on this legacy by requiring interoperability between first responders' equipment, procedures, and terminology. Common and consistent terminology enhances California's ability to successfully communicate resource needs and effectively manage and disseminate information through disparate agencies. The 2008 wildfire season demonstrated the value of interoperability when California enacted emergency-management assistance compacts (EMAC), mutual-aid agreements with other states, and military assets with memorandums of understanding (MOU) to provide aid in extinguishing more than 2,000 wildfires.

### **Resource Management**

To further improve standardization and resource management, this compliance objective establishes mechanisms to type and track all resources available for use during emergencies, ensures interoperability of any communications equipment, and develops a credentialing process for emergency personnel.

To realize this objective, OHS continues to advance the California Metrics Project (the Project). The Project focuses on the development of a resource tracking database that will be available for emergency managers statewide. This database will give emergency managers the ability to locate, identify, quantify, type, and track resources in California's emergency-management system.

An important element of resource management is being able to quickly and efficiently identify trained personnel to fill various emergency-management positions. To this end, the Training Branch at OES has developed a credentialing program that includes all NIMS-required training. This program includes the development of a statewide database of credentialed professionals ready to respond to any disaster. The number of credentialed emergency personnel will continue to grow as candidates fill in missing training requirements and outreach is enhanced during 2009.

## **Command and Management**

The Command and Management compliance objective requires the use of ICS, the development and use of Multi-Agency Coordination Systems (MACS), the institutionalization of a framework for a joint-information system (JIS) and joint-information center (JIC). Ultimately, this compliance objective puts in place public-information procedures to gather, verify, coordinate and disseminate information during an incident.

California's successful emergency-management traditions have been attributed to its emphasis on and continued use of the ICS system, a legacy that improves the state's ability to meet this compliance objective. Used in California since its inception in the early 1970's, ICS is now the basis SEMS, and has been integrated with the NIMS. Additionally, MACS have also been used in California firefighting efforts to determine where to deploy scarce resources and to enable a mechanism to communicate within multiple incidents. The development of a JIS and the use of a JIC is also a part of California's emergency-management history, and is a prerequisite of information sharing for any incident. The gathering of information and the successful dissemination to all involved parties is a crucial part of the emergency-management process being used in California today.

Lessons learned during the 2008 fire season have been incorporated into updated plans, and best practices have been identified. Most recently in November 2008, wildfires being pushed by winds in excess of 100 miles-per-hour ravaged a number of communities in Southern California. In the Sylmar fire complex, more than 400 dwellings in a mobile home community were destroyed, however, through timely and accurate information sharing, there were no fatalities and reported injuries were minimal. This accomplishment, especially notable given the intensity and scale of the fire, was made possible largely through California's ability to communicate precise emergency information with all citizens including those within the disability and special needs communities, and through the successful use of the JIS and JIC.

The CDPH developed NIMS-compliant training programs for management positions in the Joint Emergency Operations Center (JEOC) that it shares with the Department of Health Care Services (DHCS) and the Emergency Medical Services Authority (EMSA). The CDPH conducted a series of multi-day courses to train core staff for key management positions in the JEOC: Director of JEOC; Chief, Planning Section; Chief, Operations Section; and Chief, Logistics Section.

# Enhancing Preparedness through Training and Exercises

## **Overview**

The mission of the California Office of Homeland Security (OHS) Training and Exercise (T&E) Division is to enhance California's readiness to deter, prevent, respond to, recover from and mitigate the effects of terrorist attacks using Weapons of Mass Destruction (WMD), Chemical, Biological, Radiological, Nuclear, or (enhanced) Explosive (CBRNE) weapons, and catastrophic natural disasters. Additionally, the T&E Division provides program and leadership management through the facilitation of training and terrorism prevention and preparedness exercise programs enhancing state and local government capabilities.

The T & E Division's ongoing responsibility is the oversight of homeland security grant funds utilized for training and exercise purposes. The overarching planning tool that communicates OHS's intent in this area is the 3-year Training and Exercise Plan, which was synergized via the annual Training and Exercise Planning Workshop (TEPW). The TEPW provided the planning and knowledge resources necessary for OHS' state, local and tribal partners to conduct their own training and exercise programs.

The Training Branch is responsible for oversight of grant-funded training activities involving first responders and other emergency-services entities. The Branch ensures that relevant training is available to California responders in order to maximize the use of grant funds and time. Training funds are distributed to local agencies via sub-grants to the counties and to state agencies via interagency agreements. Funding for course development is also provided through interagency agreements, which outline the scope of work to be performed by each agency/organization. Training activities must be consistent with United States Department of Homeland Security (US-DHS) guidelines for terrorism training, Emergency Response Training Advisory Committee (ERTAC ) recommendations, and guidance from California's training partners.

The Division's Exercise Branch plans, produces, and conducts the Golden Guardian Statewide Exercise Series, which Governor Schwarzenegger initiated in 2004. Golden Guardian has since become an annual exercise conducted to coordinate the prevention, response, recovery, and mitigation mechanisms of city, county, state and federal governmental agencies, the private sector, and volunteer organizations, in response to manmade or catastrophic natural disasters. The goal of the Series is to build upon the lessons learned from this and subsequent exercises conducted in the State and throughout the Nation, as well as real-world events.

The T & E Division has subject matter experts (SME's) from the eleven (11) core disciplines that the U.S. Department of Homeland Security suggests would be involved with emergency response that create a multi-agency, multi-discipline statewide training and exercise program. After 2003, the team was expanded in order to represent additional disciplines. The team has members representing the Military Department, Local Law Enforcement and Fire Service, California Department of Justice (CA DOJ), California Highway Patrol (CHP), California Department of Transportation (DOT), California Department of Food and Agriculture (CDFA), and Public Affairs.

In addition to response to real life incidents, in 2008, CDPH participated in GG08 as well as other drills and exercises. The scope of CDPH's activities in Golden Guardian 2008 (GG08)

was its most extensive activation during GG08, including activation of the JEOC with DHCS and EMSA; activation of the Richmond Campus Coordinating Center (RCCC), CDPH's emergency operations center on its Richmond Campus; establishing a Strategic National Stockpile (SNS) Receiving, Storing, and Staging (RSS) warehouse in Stockton to simulate receipt and distribution of medical supplies and pharmaceutical assets from the federal government; and distribution of supplies and equipment to San Diego for establishing Alternate Care Sites. In addition, CDPH staffed the medical-health desks at the State Operations Center and the Regional Emergency Operations Center, and approximately 20 CDPH programs exercised program-specific response functions. The primary lessons learned from GG08 related to management of the extensive number of activities that CDPH undertook.

In 2008, in response to requests from local health departments for a training and exercise program with a public health-focused scenario, CDPH undertook development of a four-phase training and exercise approach to facilitate local and community planning for pandemic influenza. The focus of the program is Continuum of Care across levels of healthcare delivery. The program began in 2008 with a satellite broadcast statewide on the levels of health care delivery that might be invoked during a pandemic. The program will culminate in a Statewide Medical and Health functional pandemic influenza exercise in 2009. All local health departments are required to participate in this program and to invite their local healthcare facilities to participate as well. Many hospitals will use the functional exercise to meet Joint Commission accreditation requirements.

The CDPH developed a training program to ensure that its staff are properly trained and prepared to perform response roles in the event of an emergency. In 2008, CDPH focused on development of NIMS-compliant training programs for management positions in the JEOC that it shares with DHCS and EMSA. The CDPH conducted a series of multi-day courses to train core staff for key management positions in the JEOC: Director of JEOC; Chief, Planning Section; Chief, Operations Section; and Chief, Logistics Section.

In order to maintain and expand the public-health laboratory workforce, CDPH and local health department laboratories collaborated to provide certification training for Public Health Microbiologists. The training is a hands-on, six-month program followed by a certification examination; successful trainees receive certification as Public Health Microbiologists. In 2008, CDPH trained and certified 18 students to work as microbiologists in local health-department laboratories; at least 17 candidates will begin training in 2009.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with Training and Exercises, and OHS' accomplishments in these fields.

### **Training Objectives**

OBJECTIVE 8.1	Enhance Statewide Training and Exercise Programs Across all Mission Areas Within California
OBJECTIVE 8.7	Continued Liaison with FEMA and Other Federal Partners for Weapons Mass Destruction (WMD) / Chemical, Biological, Radiological, Nuclear, Explosives (CBRNE) Training Programs
OBJECTIVE 8.8	Continue to Evolve Training Programs to Meet Demands and Challenges in a

	Changing Environment
OBJECTIVE 8.15	Improve Tracking and Accountability for Training Activities
OBJECTIVE 8.16	Continue to Improve the Training Audit Program

### Accomplishments

- The OHS Training and Exercises Division will continue its efforts to improve the communication flow between federal, state and local agencies to ensure statewide compliance with federal training goals.
- The OHS Training and Exercises Division will expand training programs as follows:
  - Further identification of training needs and trends.
  - Development of relevant courses.
  - Expansion of training workshops.
  - Participation in increased pilot programs and workgroups.
  - Investing in a California computer/Web-based training system.
- The OHS Training and Exercises Division will continue work to increase the number of training partners as well as to improve OHS' relationship with those entities.
- Through the development of a standardized tracking system, the OHS Training and Exercises Division will work with the OHS Grants Administration Division for the effective integration of training activities using local homeland security grant funding.
- The California Training Audit Program will continue to address the following issues:
  - Ensure training imported into the State meets the needs of first responders and meets California certification standards.
  - Make certain California agencies utilizing federal grant dollars on training activities are utilizing eligible training programs.

### Exercises Objectives

OBJECTIVE 8.3	Enhance Existing Continuity of Operation Planning and Continuity of Government (COOP/COG)
OBJECTIVE 8.5	Enhanced Elected Official and Executive Training
OBJECTIVE 8.10	Continued Enhancement of OHS Involvement in National Initiatives, Exercises, and Policy Making Activities
OBJECTIVE 8.11	Continued Expansion and Improvement to the Governor's Annual Statewide Exercise Series "Golden Guardian"
OBJECTIVE 8.13	Continue Development and Introduction of the Public Officials Initiative Interactive Online Curriculum for all Current and Newly Elected Public Officials

### Accomplishments

- Ensured a high level of cooperation between state and federal partners remained a top priority in the planning and evaluation of exercises.

- The OHS will continue to identify critical needs and threats in a catastrophic manmade/natural disaster approach. Ongoing efforts to reach out to state, federal, regional and local stakeholders for increased participation in the Governor's Annual Statewide Exercise Series will remain a top priority of the Division.
- An exercise priority for 2008 is the introduction of interactive online curriculum, an adjunct resource to all current and newly elected public officials. Continue to include the Public Officials Initiative Seminars as part of the building block process to the Golden Guardian exercise series.
- The OHS will continue to support the efforts of the Office of Emergency Services to promote the integration of federal and state continuity plans to provide the delivery of essential services during an emergency.
- The OHS' COOP/COG plan creates a baseline of capability that will be refined and enhanced over time. The process will reflect lessons learned, proactive training and exercise programs, and integrated best practices of state, national and world events. The plan will be assessed as changes occur inside and outside the organization. Revisions will occur annually and updates provided by COOP/COG workgroup to ensure that essential OHS functions have current and vital information necessary to maintain and sustain critical essential functions under all circumstances.
- California's continuity implementation plan includes prioritized goals and objectives, a concept of operations, performance metrics by which to measure continuity readiness, procedures for continuity and incident management activities.

## **2008 Division Accomplishments**

- The Training & Exercise Division conducted the fifth iteration of the Governor's Annual Statewide Exercise Series, Golden Guardian 2008 (GG08). The purpose of Golden Guardian 2008 was to assess the State's ability to respond to and recover from catastrophic earthquakes in Southern California and the South Lake Tahoe Region. Hundreds of city, county, special district, state and federal agencies and organizations, as well as over 5.4 million Californians participated in Golden Guardian, making it the largest, most comprehensive disaster response exercise in the Nation's history. Planning and preparation for GG08 took place over a 24-month time period. In all, there were 40 planning conferences and 31 exercises associated with GG08.

The Division worked with 30 state and federal agencies, assisting them and coordinating their participation prior to, and during Golden Guardian 2008. Special groups, such as an "Air Working Group" dedicated to airspace coordination issues, were convened utilizing multiple federal and state agencies to respond to the simulated catastrophic disaster. A "Medical Missions Assignments" Tabletop Exercise was also performed, assisting federal and state medical agencies with their preparation for GG08.

The OHS public-information, subject-matter experts developed a Public Information Working Group (PIWG) to plan and conduct the public-information officer portion of GG08. The PIWG developed 36 hours of simulated or "mock" media that was used to support both the South Lake Tahoe and statewide portions of GG08. The "mock" media used in GG08 consisted of video, audio and press releases, mirroring the type of "live" media that would occur in the event of a real catastrophic disaster. In addition to

exercise-related activities, OHS PIO experts provided 12 PIO and Joint Information Center training classes for groups of public-information officers throughout the State.

- The Division conducted the fourth annual Prevention Exercise. The Prevention Exercise Program exercises the State's information sharing and information-analysis systems to prevent a terrorist incident. Three regional fusion centers and the State fusion center participated in this year's prevention tabletop exercise (TTX) conducted at the San Diego Regional Terrorism Threat Assessment Center's (RTTAC) new facility. The TTX was designed to assess internal information sharing and analytical procedures for analysts and management at the individual RTTAC level. Important lessons learned from the 2006 and 2007 prevention exercises were incorporated into the 2008 tabletop exercise design.
- The T & E Division widened its exercise outreach in 2008, providing valuable assistance to California's responder communities in special initiative areas such as:
  - Cyber attack exercises - In concert with its new partner, the State Chief Information Security Office, the T & E Division facilitated California's participation in CYBER STORM III, the Department of Homeland Security's national cyber-security exercise.
  - Direct support to small county exercise programs – T & E Division Exercise Planners, provided support to 10 exercises in various California counties, including:
    - The Division facilitated a pandemic influenza exercise series for the California Department of Corrections and Rehabilitation (CDCR). This consisted of five tabletop exercises which took place in CDCR facilities in Chowchilla, Stockton, Lancaster, Vacaville, and Sacramento.
    - The Monterey County Bomb Water Exercise.
    - The Lake Port HAZMAT Exercise.
    - The Del Norte County's Special Needs Population Tabletop Exercise.
    - The Morgan Hill Hospital Evacuation Full Scale Exercise.
    - The Mono County's Earthquake Response Full Scale Exercise.
    - Assisted the Morongo and Pechanga Tribes with exercise activities during 2008.
  - The statewide implementation of the US-DHS Homeland Security Exercise and Evaluation Program (HSEEP) doctrine – the T & E Division completed the design and development of the nation's only US-DHS-certified HSEEP Mobile Training Course (MTC), specifically tailored to the needs of California, the Division conducted six courses throughout California and has graduated over 160 students.
  - The Statewide Annual Training & Exercise Planning Workshop (TEPW) – the T & E Division conducted the TEPW, with representatives from all 58 counties, UASIs, and state agencies in attendance. The Workshop resulted in the publication of California's Multi-Year Training and Exercise Plan (TEP), the foundation of California's core exercise planning.



- Agro-terrorism exercises – The OHS worked closely with the California Department of Food and Agriculture and the California Department of Public Health to conduct a series of four exercises improving California's response to both terrorist attacks against its food supply and/or a catastrophic disease outbreak. The exercises were conducted in cooperation with the California Food and Agriculture Defense Steering Committee and included:
  - Deployment of the Strategic Veterinarian Stockpile
  - Two liquid-food, discussion-based exercises.
  - A seminar, during this year's OHS Annual Conference, covering "Emerging Threats: Food and Agriculture".
  - Conducted Incident Command System training for several local and state agencies tailored to a food or agriculture incident.
- Large Stadium and Mass Gathering Site-Related Exercises – The Large Stadium Initiative (LSI) Program conducted outreach and assistance visits to various stadiums and mass gathering venues throughout California and in Arizona, including facilitating an LSI event at the Arizona Super Bowl Stadium. In 2008, the program conducted three seminars and two TTX's, focusing specifically on issues related to NASCAR racetracks. These five events were conducted in partnership with representatives from California's two major NASCAR venues, Infineon Raceway and California Speedway. Due to this year's emphasis on NASCAR, the Division's program representative participated in the NASCAR Security Summit in North Carolina. The capstone event of the year was when the LSI program manager was invited to testify before Congress about large stadiums and mass-gathering venues.
- Public Officials and Public Information Officer training - Over 300 elected officials and/or executive managers participated in the Public Officials and Public Information Officer program developed by OHS and the University of California Institute on Global Conflict and Cooperation. Six public officials' seminars were facilitated throughout California. These customized seminars and workshops focused on elected officials' roles and their responsibilities during and/or after incidents, such as terrorist attacks and catastrophic natural disasters. These seminars were made available to city council members, mayors, boards of supervisors, police and fire chiefs, public health officers and their senior staffs.
- Continued the T & E Division's leadership of the California Maritime Security Committee's Training and Exercise Subcommittee (CMSC-TES), specifying and standardizing port- and maritime-specific training and exercises guiding California's port and maritime security communities.
- The OHS has supported the training of over 137,000 California emergency responders in 2008, for a total of 760,000 emergency responders trained since 2003 through courses taught by federal, state, and local training partners and funded through the Homeland Security Grant Program.
- The T&E Division facilitated training by the US-DHS Federal Consortium, providing over \$15 million of free training to California's emergency responders.

- As part of its duties as a member of the Governor's Emergency Operations Executive Counsel (GEOEC) the T & E Division conducted a training survey to identify gaps in chemical/biological/radiological/nuclear (high-yield) and explosive (CBRNE) terrorism training for state agencies.
- The T&E Division provided CBRNE terrorism awareness, prevention and response training to over 830 state-agency personnel, totaling 2,665 members trained since 2006 alone. The training included subjects such as Confined Space and Rescue Systems, Pandemic Influenza and Emergency Operations Center training.
- Through the State Training Partnership, the T&E Division facilitated the development, certification and institutionalization of 12 additional courses through the US-DHS Grants Division and Administration (GD&A) curriculum development process in 2008. California has successfully developed 69 courses, which constitute 40 percent of the national course total. An additional 64 courses have been granted US-DHS special approval for the use of Homeland Security Grant Program funds.
- The T&E Division Chief Assistant Deputy Director was appointed in 2008 as the Chairman for the Academy of Counter-Terrorist Education Training Advisory Board, continuing the T&E Division's role as the nation's leading state-run training and exercise program. This advisory board is a function of Louisiana State University's National Center for Biomedical Research and Training (NCBRT), and this appointment reflects the close working relationship with the US-DHS GD&A, the Federal Training Consortium, and its federal training partners.
- The T&E Division expanded the outreach of critical infrastructure-related courses and workshops to responders and the private sector via coordination with the US-DHS Office of Infrastructure Protection. Training provided throughout California to the private sector included:
  - Private Sector Counter Terrorism Awareness.
  - Surveillance Detection for Critical Infrastructure/Key Resources.
  - Surveillance Detection for Local Law Enforcement.
  - Bombing Prevention for First Responders.
- The Division continues to act in a leadership role in working groups and pilot programs, overseeing an increase in the number of critical training opportunities. The T&E Division provided valuable input in 2008 to the following curriculum development workgroups:
  - Prison Inmate Radicalization and Recruitment for Law Enforcement
  - Terrorism Liaison Officer
  - Port of LA Maritime Training Academy
  - University of Phoenix, Executive Leadership Program for Homeland Security Officials
  - University of Maryland, Continuity of Operations
  - University of Las Vegas, Frontline Responders
  - Western Oregon University, Regional Collaboration and Tribal Partnerships
  - LA-METRO, Deviation Assessment and Response Training

- The T&E Division continues to actively participate and contribute to several other workgroups, including:
  - California State Strategic Task Force for Preventative Radiological/Nuclear Detection
  - USDHS Target Capabilities List workgroup for Hazardous Materials Rescue/Decontamination Framework
  - Area Maritime Security Committee's Training and Exercise Subcommittee (CMSC-TES)
  - Disaster Resistant California Community Colleges
  - California State University Council on Emergency Management and Homeland Security
  - Tribal Nation Training Summit
  - Tribal Nations Emergency Management Council
  - Office for Access and Functional Needs (FAST) Program
  - Governor's Emergency Operations Executive Council
- The T&E Division continues investing in enhanced computer/Web-based training systems and provided much-needed training support and programs. Examples of this investment included:
  - The Peace Officer Standards and Training (POST) online courses
    - Law Enforcement Response Training (LERT)
    - Protecting our Transportation System
    - Extradition Procedures
    - Public Health Emergencies
  - The State Fire Training learning management system, tracking fire service personnel training and certification status.
  - The POST Commission's telecourses, which included "Protecting our Transportation System", and "Extradition Procedures and Public Health Emergencies". These telecourses have been utilized throughout California by Law Enforcement personnel.
- The T & E Division continues to include relevant training partnership programs through coordination with various state agencies and programs, notably including the California Office of Information Security and Privacy Protection (OISPP) as a State Training Partner. The OISPP addresses current and future cyber security threats and fills a previously existing gap in cyber security.
- This past year, the US-DHS Voluntary Training Enhancement Program (VTEP) was incorporated into six community colleges and academies throughout California. A function of US-DHS's Training and Exercise Integration Secretariat, the VTEP program allows local academies and community colleges to deliver US-DHS-approved training at their location with local instructors.
  - The benefits of the VTEP program also allowed several law enforcement and fire academies to send entire classes to relevant courses at the Anniston,

Alabama, New Mexico Tech and Nevada Test Site locations of the Federal Training Consortium, at no cost to the academies or students.

- Improved the training audit program, auditing 25 deliveries of courses ensuring that training developed in, or imported into the State meets the needs of first responders and California's certification standards.
- Continued vital outreach to the state and local agencies and tribal nations to disseminate information and availability of USDHS-approved courses. Through T & E Division attendance at conferences, seminars, workshops and working group meetings, those agencies can access free courses that are covered through the Homeland Security Grant Program and Transportation Security Grant Program funds.

### **CDPH Goals and Accomplishments**

The following are the goals from the 2008 *California Homeland Security Strategy* associated with the CDPH's activities, and the Department's accomplishments in the field this year.

Goal 1	Strengthen Communications Capabilities
Goal 2	Strengthen Information Sharing, Collaboration Capabilities and Law Enforcement Investigations
Goal 3	Strengthen Medical and Public Health Preparedness
Goal 7	Enhanced Catastrophic Incident Planning, Response and Recovery
Goal 8	Homeland Security Exercise, Evaluation and Training Programs

### **Accomplishments**

- The CDPH participated in the statewide tabletop, functional, and full-scale exercises related to the 2008 Golden Guardian exercise.
- The CDPH conducted a satellite broadcast, "Expanding the Continuum of Care during a Pandemic Influenza Surge" as the first phase in CDPH's statewide training and exercise program. This program will culminate in the 2009 Statewide Medical-Health Exercise on June 18, 2009.
- The CDPH held a statewide summit for local health departments on the SNS program on June 3–4, 2008. The summit focused on collaborative relationship building between state and local public and private partners with an emphasis on identifying best practices through open communication and sharing of plans and ideas.
- The CDPH conducted monthly and quarterly drills/exercises related to testing of the tactical communications within the JEOC and personnel integral to CDPH's emergency response.
- The CDPH developed and conducted a series of position-specific training for the JEOC, including JEOC Director, Operations Section Coordinator, Planning Section Coordinator, and Logistics Section Coordinator.
- In conjunction with CDC, CDPH sponsored statewide Environmental Health Training in Emergency Response (EHTER).
- In 2008, CDPH completed a series of Special Populations Forums held regionally throughout California. These forums focused on strengthening relationships between local health departments and community based agencies serving special populations in order to build preparedness to serve this population during a pandemic influenza.

Six Special Population Forums were held within the State in 2007 and 2008, with the final forum concluding on May 29, 2008.

- The CDPH co-sponsored the Southern California Summit on Cross Sector Pandemic Influenza Planning in Anaheim on February 1, 2008. This summit convened key participants in the areas of business, community based organizations, public health, education, essential services, healthcare delivery, and local/state government to share ideas, strategies, and concerns regarding pandemic influenza.
- The CDPH collaborated with local sheriff's offices to conduct five "All Hazardous Preparedness" workshops statewide to prepare local public health, environmental health, school districts, law enforcement, and first responders to respond to chemical, biological, radiological, nuclear and explosive (CBRNE) events.
- The CDPH collaborated with the Police Officers Standards and Training (POST) Commission to bring together local health departments, emergency medical services agencies, fire, and law enforcement agencies to develop a training course for law enforcement personnel. This course emphasizes the importance of law enforcement to coordinate with public health agencies prior to an event to better understand and ensure a unified response during public health emergencies.

# Community Preparedness

## **Overview**

Per the Governor's Executive Orders S-04-06 and S-02-08, California Volunteers (CalVolunteers) assumes the overarching responsibilities of coordinating volunteer activities and managing donations during disaster response and recovery. In 2002, the Governor designated CalVolunteers as the lead state agency in administering the California's Citizen Corps Program, and to help advance the State's preparedness efforts in coordination with state, local, tribal, private sector, and non-governmental organizations.

California's Citizen Corps Programs, made up of local Citizen Corps Councils, Community Emergency Response Teams, the Medical Reserve Corps, the Fire Corps, Volunteers in Police Service, Neighborhood Watch Programs, and related disaster volunteer programs, provide a cadre of trained and affiliated volunteers that can augment existing services in all phases of emergency management.

Additionally, spontaneous unaffiliated volunteers (SUVs)—those who respond at the time of the disaster and may or may not have specific disaster training—have increasingly become a ready resource for organizations needing volunteers. CalVolunteers coordinates and collaborates with volunteer centers to build and enhance local- and state-level disaster response capabilities to manage SUVs. This is accomplished, in part, by developing a mutual-aid network and plan, developing the capability to establish Emergency Volunteer Centers in disasters, and using the State's California Volunteer Matching Network at [www.CaliforniaVolunteers.org](http://www.CaliforniaVolunteers.org), which can direct volunteers to the organizations that need them.

As witnessed in recent disasters—the 2007 Southern California wildfires, the 2007 *Cosco Busan* oil spill, and the 2008 California wildfires—volunteers can and do play a vital role not only in preparing their communities for disaster but also in supporting the local and state response and recovery efforts. For example, during the 2007 Southern California fire season, Volunteer San Diego registered 10,000 volunteers, 1,500 of whom were deployed to assist in the response and recovery efforts. During this and other recent disasters, volunteers, under the direction of their program sponsor, provided support to fire base camps; fire watch patrols; mass care shelters; animal shelters; 2-1-1, the local information and referral service; beach clean-up; and assisted in managing spontaneous unaffiliated volunteers. Volunteers represent a growing untapped resource, and CalVolunteers places a priority on expanding, enhancing, and developing disaster volunteer programs to better engage and serve California's growing and diverse population.

Recognizing the significant contributions made by volunteers during the 2007 Southern California wildfire season, the Governor launched the Disaster Corps Initiative. The Disaster Corps represents a way to increase individual and community preparedness, response, recovery, and mitigation capabilities by uniting disaster volunteer programs under one name, one brand, and one identity. The Disaster Corps vision is to professionalize disaster volunteers and volunteer organizations, coordinate volunteer efforts with processes and tools to manage volunteer resources, and connect disaster volunteer programs to a peer network and integrate them into the State's emergency-management system. CalVolunteers is working with partner organizations at all levels of government, the private sector, and non-

profit organizations to develop a program that will help organize and coordinate the state's volunteer resources.

In 2008, and in partnership with First Lady Maria Shriver, CalVolunteers initiated the pilot program WE Prepare, a unique online disaster preparedness campaign focused on mothers in the greater Los Angeles area and encourages participants to spread the word to other moms about the importance disaster preparedness. Since the campaign's inception, WE Prepare has successfully raised overall awareness about disaster preparedness, offered mothers real-world information and resources on how to prepare for a disaster, and helped inspire action by directing the public to [www.CaliforniaVolunteers.org](http://www.CaliforniaVolunteers.org) to download a family disaster plan and additional information on disaster preparedness. The initial phase of the project has been completed, and a statewide roll-out of the campaign is planned for 2009.

CalVolunteers, as the designated lead agency for the state's Volunteer and Donations Management Emergency Function(CA-EF#11), is collaborating with key local, state, and tribal governments, the private sector, and nonprofit partners to develop an annex to the *California State Emergency Plan*. This annex will determine how the state and its partners will coordinate volunteer activities and manage donations during disaster response and recovery.

In addition, in 2008, CalVolunteers sponsored eight Disaster Volunteer Summits with more than 700 participants to: 1) familiarize public, private, and nonprofit organizations in each mutual-aid region of the volunteer resources available and how to access them in times of disaster, and 2) increase the capacity of local, regional, and state emergency-management organizations to manage volunteer resources during emergencies or disasters. As part of this outreach, the state will continue to work with nonprofit organizations, including faith-based organizations, to coordinate its respective efforts in all phases of emergency management.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with community preparedness, and CalVolunteers' accomplishments in the field this year.

OBJECTIVE 5.1	Enhance and Increase Citizen Preparedness and Training of Volunteers for Emergency Response and Recovery
OBJECTIVE 5.2	Increase the Number of Volunteers to Work with the Special Needs Population (Social/Cultural/Language /Physical/Geographical/Isolated Population to include Tribal Groups and Migrant Seasonal Farm Workers)
OBJECTIVE 5.4	Enhanced Credentialing of Medical Volunteers and Personnel Accountability
OBJECTIVE 5.5	Increased Public Education, Information and Awareness to Ensure Better Preparation to Protect California Residents, their Families, Property, and Businesses
OBJECTIVE 5.7	Enhance Best-Practices Research for Community Participation and Personal Preparedness
OBJECTIVE 5.8	Integrate Emergency Volunteer Programs into the State's Emergency Management System At All Levels
OBJECTIVE 5.9	Integrate Community-Based Organizations, Non-Government

	Organizations, and Faith-Based Organizations into Emergency Plans and Response Activities
OBJECTIVE 5.10	Enhance Preparedness Marketing Programs Using a Consolidated Comprehensive Single Message
OBJECTIVE 5.11	Continue Work on Standardized Training, Certification Process, Background Checks, and Identification for Disaster Volunteers and Affiliated Volunteers
OBJECTIVE 5.12	Determine Best Practices, Capacity for Just-In-Time Training for Volunteers in Special Incidents, i.e., Oil Spills
OBJECTIVE 5.13	Enhanced Donations Management Capabilities
OBJECTIVE 5.14	Development of Sustainable Funding for Citizens Preparedness Activities

## 2008 Accomplishments

- Developed the program model for the Disaster Corps Initiative, which will be launched in June, 2009.
- Established two workgroups to address key issues in the Disaster Corps program. Data from these workgroups will ultimately be included in a statewide database to identify volunteer resources that government agencies can use in response and recovery operations.
  - The Training, Typing, Certification, and Qualifications workgroup will type disaster volunteers and programs and identify requisite training, qualifications and credentialing for each type.
  - The Security Screening and Identification workgroup will develop recommendations for requisite security screening (e.g. fingerprinting, criminal background checks) for each disaster volunteer type and explore funding options.
- Completed the pilot phase of the WE Prepare campaign and developed easy-to-use disaster preparedness tools—a customizable children’s story designed to teach children how to be disaster-prepared, a fill-in-the-blank family plan, and a risk assessment to help determine a family’s current level of preparedness.
- Generated more than 100,000 downloads of the Family Disaster Plan and Children's Book between April - June 2008
- Co-sponsored the third-annual Sacramento Regional Citizen Corps Council Emergency Readiness Training and Exercise conference in September, 2008.
- Participated in a Pilot Program with the Fire Corps National Office to increase and improve the Fire Corps program at the state level.
- Procured CERT (Citizens’ Emergency Response Team) and TERT (Tribal Emergency Response Team) manuals and supply backpacks to support local training seminars throughout California.
- Sponsored six CERT Train-the-Trainer classes, resulting in 240 new CERT instructors.
- Participated in the FEMA CERT Train-the-Trainer Pilot Program in October 2008 to evaluate the new CERT Train-the-Trainer curriculum.
- Increased the combined number of Citizen Corps Programs and local councils by 10 percent.
- Co-sponsored the White House Office of Faith-Based and Community Initiatives Conference held in Sacramento in August 2008 with more than 1,400 participants.



- Co-sponsored a faith-based, emergency-preparedness workshop in September, 2008, along with the U.S. Department of Homeland Security's Office of Faith-Based and Community Initiatives.
- Developed the Voluntary Organizations Active in Disaster (VOAD) Resource Directory, available on the CalVOAD page of the CaliforniaVolunteers.org website.
- Conducted outreach to community groups, Citizen Corps councils and programs, law-enforcement volunteer programs, local-government agencies and associations, and nonprofit organizations, resulting in sharing the preparedness message with more than 4,000 individuals.
- Enhanced the California Volunteer Matching Network to increase service and volunteerism in the State by helping volunteers connect with agencies that need volunteers. The Network, which was launched in 2006, consists of a searchable database of more than 40,000 volunteer opportunities and represents a partnership with local, statewide, and national partners.

# Strengthening Interoperable Communications

## **Overview**

California's efforts toward statewide interoperable public-safety communications rely on two bodies chaired by the Office of Emergency Services: the Public Safety Radio Strategic Planning Committee (PSRSPC), and the California Statewide Interoperability Executive Committee (CALSIEC). The PSRSPC consists of fourteen state-agency members, and continues efforts, underway since 1994, towards the development of interoperable public-safety radio communications among its member agencies. Following the model recommended by the Federal Communications Commission (FCC), CALSIEC is the governing body for all first responders serving California (local, state, and federal) across disciplines (fire, law, medical, public works) in regards to the development of a statewide interoperable emergency communications system. Incidental to helping develop California's "System of Systems" approach to interoperability, CALSIEC manages interoperable channels and radio spectra on behalf of California first responders, and develops the policies that guide local efforts towards collective interoperable communications. With OHS and CDPH as active participants in both organizations, the PSRSPC and CALSIEC work closely together to support the implementation of the California Statewide Communication Interoperability Plan (CalSCIP), to improve California's communications equipment interoperability.

Information gathered in previous years indicated a surplus of equipment statewide to facilitate interoperability at the tactical level in California. Also discovered was the existence of technological capabilities among the vendor community to create a statewide interoperable communications system comprised of smaller regional systems within California. This information, combined with targeted funding towards interoperable communications at the federal level through the Public Safety Interoperable Communications (PSIC) grants and the Interoperable Emergency Communications Grant Program (IECGP), compelled California to place great emphasis on interoperability planning and governance in 2008. For the Fiscal Year 2008, State Homeland Security Grant Program (SHSGP), OHS required that all Operational Areas either complete, or take steps toward completing a Tactical Interoperable Communications Plan (TICP). By completing approximately thirty of these plans prior to January 2008, this requirement not only brought the planning process to the attention of those Operational Areas without a plan, but also resulted in the revisiting of existing plans in need of update. To support this effort, OHS helped facilitate regional workshops throughout California assisting in TICP completion.

To leverage this planning effort, a statewide Communications Asset Survey and Mapping tool (CASM) was developed to provide a statewide assessment of interoperable communications assets and capabilities. Previously, four of California's urban areas had their own regionalized version of the tool, limiting their ability to share information and assess capabilities. The CASM has now been made available to all California practitioners, and efforts are moving forward to populate the tool with data. Additionally, OHS administered the IECGP based on the regional governance structure developed by CALSIEC. This has helped reinforce the CALSIEC Planning Areas, with each region choosing to dedicate a significant portion of the IECGP to continuous support and improvement of its existing governance structure. Additionally, through this grant and previous grant funds, regional planning efforts are taking place with aims of eventually exercising these plans. In line with this planning focus, through the PSRSPC and DGS, OHS

has funded the development of a ten-year strategic plan for developing interoperability for each of the PSRSPC members in which an overarching plan for interoperability among the member agencies will be derived. This plan will guide state agencies toward effective and efficient operability in line with the California Statewide Communications Interoperability Plan (CalSCIP), which OHS has allocated funds to OES for assistance in its implementation.

Additionally, CDPH maintains redundant communication systems that are several levels deep to ensure communication capability if telephone systems, electrical utilities, and other communication systems become inoperable. In June 2008, OHS awarded CDPH a Public Safety Interoperable Communications (PSIC) grant for \$399,293. This grant will provide radios that will enable CDPH to connect to CDC's National Public Health Radio Network. Grant funds will also be used to purchase an additional layer of redundancy for voice communications with VOIP technology for use in field operations to provide a quick way to communicate in areas without an existing telecommunications infrastructure.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with interoperable communications, and OHS' accomplishments in this field.

OBJECTIVE 1.1	Enhance Interoperable Communications Capabilities Within All Disciplines in Accordance with CalSCIP Implementation
OBJECTIVE 1.2	Enhance Statewide Tactical Interoperable Communication and Technological Capabilities in the CALSIEC Planning Areas
OBJECTIVE 1.3	Assess the State's Alert and Warning Capabilities and Needs to Include Best Practices
OBJECTIVE 1.4	Enhance Public Communications, Alert, and Warning Systems
OBJECTIVE 1.5	Enhance Survivability of Statewide Communications Systems
OBJECTIVE 1.6	Enhance Data Sharing Capabilities for Alert and Warning Systems Statewide
OBJECTIVE 1.8	Implementation of Critical Asset Survey Mapping (CASM) – Statewide
OBJECTIVE 1.9	Continue Deployment of Six Mobile Command and Control Vehicles
OBJECTIVE 1.10	Continue to Bolster Regional Systems in Line with California "Systems-of-Systems" Approach to Solving Interoperability
OBJECTIVE 1.11	Continue to Roll-Out Video Teleconference Capabilities (VTC)
OBJECTIVE 1.15	Incorporate the National Oceanic and Atmospheric Administration (NOAA) Weather Radio System for Other Threats and Warnings to the Public
OBJECTIVE 1.16	Better Coordinate and Integrate Public-Safety Agencies, Wireless Carriers, and Local Wire Line Carriers with the Alert and Warning Effort
OBJECTIVE 1.17	Provide Tools Necessary for Region-to-Region and State-to-Region Voice and Data Interoperable Communication to Enhance Mutual-Aid Response Capabilities
OBJECTIVE 1.20	Populate the Statewide Communications Survey and Assets Mapping (CASM) Tool with Both State Agency and Local Data
OBJECTIVE 1.21	Administer Statewide Communications Leader (COML) Training
OBJECTIVE 1.22	Assist Counties in Completion of Tactical Interoperable Communication Plans (TICP)
OBJECTIVE 1.23	Assist with the Development of Interoperability Assessment for Schools and Universities

OBJECTIVE 1.24	Continue to Identify Long Term Funding For Critical Operability and Interoperability Needs
OBJECTIVE 1.25	Provide Funding Opportunities for the Implementation of Telephone Emergency Warning Systems

## 2008 Accomplishments

- With the adoption of the CalSCIP, OHS has allocated over \$100 million in federal grant funding with collaborative support from CALSIEC and the PSRSPC. Investments touch on all five areas of SAFECOM's continuum for achieving interoperability: Governance, Standard Operating Procedures, Technology, Training and Exercise, and Usage. All investments have and will be made in line with CalSCIP, ultimately bolstering regional systems in aims of creating a statewide "System of Systems" for interoperability. Beyond regional technology acquisitions, particular emphasis has been placed on governance and planning support to ensure that future investments are made efficiently and effectively.
- Per Government Code Section 5393.6, CDPH and OHS participated in a working group that produced a report to the Legislature assessing California's alert and warning capabilities. This working group was made up of practitioners statewide, and from its findings came up with best practices and recommendations for an approach to implementing a statewide alert and warning system. The effort of this group is an important step in improving alert and warning capabilities and is anticipated to be continued and leveraged for the effective implementation of future investments.
- The CDPH received a PSIC grant to purchase radios that will enable CDPH to connect to CDC's National Public Health Radio Network.
- Under the guidance of the governor, OHS allocated approximately \$2 million in grant funding to the acquisition and implementation of reverse dialing telephone notification systems under the Telephone Emergency Notification System (TENS) grant program. These funds went to seventeen counties in California identified as not having this capability. Projects are currently being procured, and when complete, California will have this capability statewide.
- In coordination with DHS' Interoperable Communication Technical Assistance Program (ICTAP) and SPAWAR, OHS has assisted in implementation of the CASM tool statewide. Previously limited to four urban areas, this tool will now help assess interoperability equipment and capabilities from local to statewide in scope. Currently there are 110 users, accounting for 407 agencies in 285 jurisdictions. Grant funding and technical assistance has been secured to continue population of the tool with pertinent data. In aims of enhancing tactical-level interoperability, progress has been made in the areas of planning, training, and technology assets. Six mobile command and control vehicles have been outfitted and are ready for deployment, with one going to each of the mutual aid regions. For Fiscal Year 2008, it was required that all SHSGP participants either complete or make progress towards completion of a TICP. Based on the responses of SHSGP participants, 33 of the 58 California counties have completed TICPs while 22 are in the process of completing a TICP. (Three counties failed to respond.) All-hazards COML training has been approved by federal DHS and guidelines for state-level roll-out of such training are expected for 2009. Technical assistance and grant funding have been secured to aid in both the

completion of TICPs statewide, and for the training of an adequate number of COMLs for each operational area.

- The first phase of the project to create a statewide video teleconferencing is near completion. Ultimately, California Operational Areas, key state agencies, and fusion centers will have the ability to simultaneously link via VTC when necessary. Currently, the main bridge connecting all end points has been installed, and the four fusion centers, OES, and OHS have all been linked into the system. More endpoints and redundant bridges will follow.
- As part of its School Safety initiative, OHS has created the Subcommittee on Communications which is dedicated solely to communication issues facing schools. This group will focus on providing best practices and information regarding emergency communications, including interoperability. Further, schools and universities are encouraged to participate in the CALSIEC Planning Areas and local planning processes where appropriate.
- The PSRSPC, which CDPH and OHS are active participants in, continues to seek long-term funding for critical operability and interoperability needs. The group has identified potential possible funding mechanisms, and continues to try and educate both state and local entities about the issue. Until a long-term funding source is identified, OHS continues to allocate interoperability grants toward these needs through a collaborative process including both the PSRSPC and CALSIEC.

# Public Health Preparedness Planning

## **Overview**

The California Department of Public Health (CDPH) was established on July 1, 2007, with responsibility for public-health services including communicable disease control; environmental epidemiology; drinking water quality; food, drug, and radiation safety; public health laboratories; and licensure and certification of healthcare facilities such as hospitals and nursing homes. The CDPH employs approximately 3,500 people in over 60 locations around the State and administers a budget of over \$3 billion. The CDPH builds on its core functions in assuring that California's health and medical services are prepared to respond during emergencies. CDPH's objective for public health emergency preparedness is to create and sustain a health and medical infrastructure that delivers its core functions and has the capacity to manage emerging threats.

The CDPH receives federal funds through cooperative agreements with CDC and Assistant Secretary for Preparedness and Response (ASPR) in the federal Department of Health and Human Services (HHS). The CDC Public Health Emergency Preparedness grant provides funds for CDPH and local health departments to address threats that impact the public health of California residents. The ASPR's Hospital Preparedness Program (HPP) grant provides funding for hospitals, long term care facilities, clinics, and emergency medical services agencies to support preparedness for response. The CDPH grants from CDC and HPP fund 57 of California's 58 counties; Los Angeles County receives its funds directly from both CDC and ASPR.

The CDPH works in collaboration with the Emergency Medical Services Authority (EMSA) to achieve the goals of the HPP grant. The EMSA's mission is to ensure quality patient care by administering an effective statewide system of coordinated emergency medical care, injury prevention, and disaster medical response.

The CDPH's Joint Advisory Committee on Public Health Emergency Preparedness (JAC) provides advice to CDPH on public-health emergency preparedness. The JAC was established in compliance with a federal requirement that state health departments convene a broadly-based group of stakeholders to advise on use of federal public-health, emergency-preparedness funds. Composition of the JAC includes representatives of providers, local health departments, fire and police, other state emergency-response agencies, the American Red Cross and other community groups.

The CDPH works closely with OHS and OES in prioritizing preparedness, response, and recovery objectives for California. The Director of CDPH is a member of the GEOEC and the STTAC. OHS and OES have representatives on the JAC. OHS' *California Homeland Security Strategy* includes strategic objectives for public health and medical care and CDPH's goals and priorities are consistent with those strategic objectives.

## **Leveraging Resources through State and Local Coordination**

California's structure for managing public-health emergencies is shared by CDPH and 61 local health departments. Planning for acts of terrorism, natural disasters, or infectious disease outbreaks requires preparation and close coordination between the two levels of government. California's local health departments are the point of delivery for public health

services in emergencies; they provide response within their capability. The CDPH's responsibilities are to coordinate the State's overall public-health preparedness and response effort, provide policy direction, technical expertise and consultation, maintain expert laboratory resources, receive information about health threats and direct others to the appropriate program or local health department, facilitate public health alerts and notification, and provide direct response when an event exceeds local capacity.

Both CDPH and local health departments have authority to enforce actions to protect the public's health. Each local health department is required to appoint a physician as local health officer who is statutorily invested with authority to take necessary actions within its jurisdiction to control the spread of disease. These actions can range from ordering and enforcing isolation and quarantine of individuals to seizure and destruction of property and school attendance restriction of teachers and students. At the state level, CDPH has similar authority. In 2007, CDPH issued an updated edition of the *California Health Officers Practice Guide for Communicable Disease Control*. Developed by local health officers, local health executives and county counsels to assist local health officials in understanding their role and legal authority during a public health emergency, this guide has been recognized by CDC as a valuable tool for public health emergencies.

Under the CDC grant, CDPH allocates 70 percent of its grant funds to local health departments to carry out public health emergency planning activities at the local level. Under the HPP grant, each county selects an organization as the lead entity to serve as coordinator for HPP-funded activities in the county. Local health departments have first right of refusal to serve as the HPP entity and 55 local health departments have chosen that option.

The CDPH worked closely with OHS and OES to coordinate prevention, preparedness, and response activities. As mentioned above, CDPH is a member of the GEOEC and OHS' STTAC group. OHS and OES have representatives on CDPH's JAC. The CDPH collaborates closely with EMSA on emergency preparedness activities in the medical sector and shares responsibility with EMSA for health/medical activities at the State Operations Center and Regional Emergency Operations Centers during an event. Through an interagency agreement, CDPH has responsibility for preparedness and response functions for DHCS. The CDPH, DHCS and EMSA also share the JEOC to coordinate public-health and medical-response activities.

### **Priorities and Response Actions**

In 2008, California responded to numerous incidents and disasters that tested the State's readiness to respond to public-health threats. The CDPH functions during these events included addressing the public-health impact of simultaneous extreme heat and wildfire smoke. Many healthcare facilities were mandatorily evacuated during events. In response to lingering wildfire smoke that impacted some areas of Northern California for extended periods of time, CDPH issued health-related information and guidance addressing the vulnerability of children, the elderly and people with heart, circulation or breathing problems. These documents advised local health officers on actions they should take in response to the poor air quality and information to the general public on how to choose and correctly use N95 or P100 particulate respirators. The CDPH's drinking water program addressed many drinking water systems impacted by disasters. The CDPH also participated in planning for the public health aspects of potential evacuation of several communities threatened by fires.

## **Strengthening Emergency Response Operations**

The JEOC is shared by CDPH, DHCS and EMSA. The JEOC is structured to be consistent with both NIMS and SEMS and equipped with primary and redundant communications capability. To assure “Continuity of Operations” under all conditions, a fully equipped backup JEOC outside Sacramento has also been established and is regularly tested in exercises and drills.

The CDPH maintains a 24/7 Duty Officer Program that provides a single point of contact for CDPH to coordinate response activities with OES, CDPH programs, local health departments and the public; update executive staff/agencies, and OES with daily situation reports; and notify CDPH leadership of impending need to activate the JEOC.

## **Improving Local Health Department Preparedness**

California’s structure for managing public-health emergencies is shared by CDPH and 61 local health departments. Planning for acts of terrorism, natural disasters, or infectious disease outbreaks requires preparation and close coordination between the two levels of government. California’s local health departments are the point of delivery for public health services in emergencies which emphasizes the priority of strengthening preparedness at the local level.

In 2005-2006, CDPH contracted with Health Officers Association of California (HOAC) to conduct on-site assessments of local health department preparedness levels. The HOAC prepared a report that summarized the results of 51 of the 56 assessments in November 2007, and made recommendations for CDPH and local health departments on improving local health-department preparedness. In 2008, a Local Health Department Steering Committee was convened to review the recommendations in the 2007 Local Health Department Final Assessment Report. The Steering Committee issued a report that prioritized these recommendations.

The Local Health Department Steering Committee also provided advice to CDPH on the 2008-2009 goals for Local Public Health Emergency Preparedness. These goals recognize the priorities in a year when federal grants to states declined 22 percent from the prior year.

<b>1. Sustaining Public Health Emergency Response Operations</b>
<ul style="list-style-type: none"><li>• Maintain the ability of local health departments to respond to public health emergencies.</li></ul>
<ul style="list-style-type: none"><li>• Maintain surveillance and disease detection capacity, including laboratory functions.</li></ul>
<ul style="list-style-type: none"><li>• Integrate public health emergency preparedness as a part of ongoing public health activities. Involve all local health department staff in preparedness drills and exercises and cross-train staff to allow dual use functionality.</li></ul>
<ul style="list-style-type: none"><li>• Expand regional interaction and coordination to strengthen response capability.</li></ul>
<b>2. Communications</b>
<ul style="list-style-type: none"><li>• Maintain and continue development of communications systems such as CAHAN and California Medical Volunteers (hardware, software, and training).</li></ul>
<ul style="list-style-type: none"><li>• Encourage and maintain interjurisdictional communications in order to build bridges</li></ul>



between local health departments for a coordinated emergency response.
<b>3. Planning</b>
<ul style="list-style-type: none"> <li>Continue planning and exercising surge capacity in both healthcare delivery and public health.</li> </ul>
<ul style="list-style-type: none"> <li>Continue recovery planning such as development of COOP/COG plans and participate in technical assistance training on plan development offered by CDPH.</li> </ul>
<ul style="list-style-type: none"> <li>Develop and participate in regional planning efforts.</li> </ul>
<b>4. Coordination</b>
<ul style="list-style-type: none"> <li>Continue to strengthen relationships with Operational Area OES.</li> </ul>
<ul style="list-style-type: none"> <li>Continue coordination and development of partnerships with law enforcement and fire agencies to improve their recognition of local health departments as “first responders” in emergencies.</li> </ul>
<b>5. Best Practices</b>
<ul style="list-style-type: none"> <li>Contribute to collection and utilization of standardized best practices, planning tools, and training materials.</li> </ul>
<b>6. Training</b>
<ul style="list-style-type: none"> <li>Ensure adequate number of trained staff in core competencies such as CBRNE and SEMS/NIMS. Participate in trainings and exercises offered by CDPH.</li> </ul>
<ul style="list-style-type: none"> <li>Maintain sufficient number of adequately trained public-health laboratory personnel.</li> </ul>
<b>7. IT System Applications</b>
<ul style="list-style-type: none"> <li>Participate in patient surveillance/adverse reaction tracking systems to allow data to be easily aggregated in one statewide, standardized source.</li> </ul>

## **Building State and Local Public Health Capacity**

### **1) Public Health Surveillance and Epidemiology**

California’s ability to rapidly detect a bioterrorism event has improved since 9/11 due to an increase in the number of local health departments that have epidemiologists on staff. Local health departments unable to hire epidemiologists, participate in regional sharing of epidemiologists.

In 2008, CDPH initiated a project to coordinate monitoring of the population health impacts of disasters across its programs. Although timely information on health impacts of an event are extremely limited and diverse in information provided, coordination of available information can provide a better picture of the health impact of events.

Some of the specific surveillance information available to CDPH includes:

- Coordination with federal, state, and local agencies on environmental monitoring systems such as BioWatch and the U.S. Postal Service Biohazard Detection System (BDS) that detect and provide early warning of the presence of biological agents in the air and in the workplace.
- Adding potential biologic agents to the list of communicable diseases that clinical providers and laboratories must report to the local health department.

- Local health-department activities in syndromic or enhanced surveillance to improve situational awareness and early-event detection. Forty of 61 local health departments (66 percent) collect data to increase their capacity for routine public health surveillance or detect an intentional event.
- Maintaining an influenza surveillance system to monitor statewide cases of seasonal influenza. This system relies primarily on clinical and laboratory data reported by Kaiser Permanente and a network of over 100 private providers across the State that collaborate with CDPH on sentinel surveillance for influenza. A network of 26 local health department laboratories offers enhanced diagnostic testing to detect several respiratory pathogens, including influenza A and B viruses. The influenza surveillance information is used in national as well as state influenza surveillance.

The CDPH continued the Early Warning Infectious Disease Surveillance (EWIDS) program to enhance coordination among neighboring states along the U.S.-Mexico and U.S.-Canada borders. In 2008, EWIDS activities focused on rapid detection of bioterrorism and infectious disease outbreaks, investigation and response, laboratory services, electronic exchange of information and specialized epidemiologic and laboratory training with California and Baja California border jurisdictions. In collaboration with the Baja California State Health Department, the Tijuana Office of the U.S.-Mexico Border Health Commission (USMBHC) and Colegio de la Frontera Norte (COLEF), EWIDS conducted a joint training seminar on July 11, 2008 to build the capacity of border health professionals in Baja California and California to detect, investigate, report food-borne illness outbreaks and determine if a food borne illness was related to bioterrorism. Additionally in July, EWIDS staff conducted laboratory training to enhance bi-national laboratory capacity and food-borne illness testing. Microbiologists from the Baja California Health Department received the training conducted at the San Diego County Health Department. Additional training seminars are planned for 2009.

To improve infectious disease surveillance, EWIDS added new sites in Tijuana, San Diego County and Imperial County to its network of hospitals, clinics, epidemiologists, and laboratories conducting active sentinel surveillance for influenza like illnesses. In August 2008, EWIDS staff met with Imperial County Health Department and Baja California Health Department staff to establish and formalize reporting protocols on bi-national infectious disease cases. A system is now in place for reporting bi-national infectious disease cases among both sides of the border between Imperial County and Mexicali. Additional meetings are planned for 2009 to establish and formalize reporting protocols between Tijuana and communities in San Diego County.

## **2) Public Health Laboratory Capacity**

Laboratory infrastructure is critical to ensuring surge capacity to deal with a disease outbreak such as pandemic influenza or a biological attack. The CDPH operates seven laboratories which conduct activities related to public health detection and diagnosis. In addition, 15 local health departments maintain laboratories that serve as regional reference laboratories to test for the presence or absence of infectious agents. An additional 22 local health departments have enhanced their laboratory capacity to identify infectious agents. The CDPH and these 37 local health departments participate in the national Laboratory Response Network (LRN) made up of confirmatory reference laboratories and sentinel laboratories. These laboratories include training, acquisition of equipment, improvement of local laboratory electronic connectivity statewide, and establishment of multi-jurisdictional

“catchments” to augment the availability of reference capability within and between mutual-aid regions within the State.

The CDPH has also established a mutual aid network among drinking-water laboratories to protect California's drinking water supply against terrorism and to develop methods to test for toxic chemicals in water.

The CDPH' Viral and Rickettsial Diseases Laboratory (VRDL) has the capacity to identify avian influenza strains and subtypes. As a reference laboratory for California, it is critical that VRDL provide state-of-the-art testing and technical expertise. In 2008, VRDL prioritized three core areas: improving influenza and pandemic influenza preparedness, improving molecular testing capability for influenza and the need for surge capacity. The VRDL hired additional staff and purchased reagents and equipment to enhance diagnostic capacity. The VRDL also developed a real-time tool that allows the rapid detection of influenza A and B as well as nine additional viruses that cause influenza-like illness. As a result, VRDL achieved a testing capacity of 45 cases per week during the peak of the influenza season and nearly doubled the number of cases tested for the entire influenza season. In addition, VRDL provided reagents and training to staff at 22 local health department laboratories statewide.

The CDPH has trained first responders, laboratory staff and others to recognize potential bioterrorism agents and handle them appropriately. In addition, CDPH and local health departments have trained hospital emergency room staff in proper collection, packaging and transportation of human samples to laboratories for chemical agent testing. As part of this effort, CDPH produced and distributed a DVD titled *Responding to a Chemical Emergency – Collection and Handling of Clinical Specimens*. The CDPH conducted training exercises in collaboration with local health departments, hospitals, HazMat teams, law enforcement and the FBI to respond to acts of chemical terrorism and related public-health emergencies. To date, over 400 local staff in more than 30 counties have participated in this training.

#### Strengthening Public Health Laboratory Capabilities

Both CDPH and local health-department laboratories are challenged to meet their workforce needs. As the experienced laboratory workforce reaches retirement age, it is difficult to find qualified individuals to replace them. Of significant concern are the lack of a pool of trained laboratory specialists and low government salaries compared to salaries paid by the private sector. In order to maintain and expand the public-health laboratory workforce, CDPH continually offers training to laboratory workers in public health laboratory functions to develop skills needed at both CDPH and local health-department laboratories.

In 2008, CDPH trained and certified 18 students to work as microbiologists in local health department laboratories. The training is a hands-on, six-month program followed by a certification examination; successful trainees receive certification as Public Health Microbiologists. At least 17 candidates will begin training in 2009.

In 2006, CDPH developed and deployed a DHS accredited, hands-on training program for bioterrorism sample identification, collection, handling, packaging and transport, and maintenance of chain of custody. This course, provided throughout California, is focused on first responders and public-health staff. In 2008, CDPH trained 435 participants. The CDPH also offered a PACE-accredited, internet-accessible, self-paced training program for LRN Sentinel and Reference Laboratory staff. The course is composed of seven laboratory methods training modules; an eighth module will be deployed in 2009. To date, CDPH has

trained approximately 1,000 laboratory personnel per year in clinical and public-health laboratories.

### **Increasing Awareness of Public Health Risk Communication and Information**

In July 2008, CDPH issued *“Wildfire Smoke: A Guide for Public Health Officials”*, a guide for public-health officials on how to protect the public from the health impacts of wildfire smoke. This guide includes information on smoke behavior, respiratory protection, use of air cleaners and air conditioning; explanation of how to align public-health interventions with estimated or measured levels of particles; information on building HVAC use; ash clean-up; and model air-quality alerts. The guide also includes links between levels of air quality and activities that should be restricted. The CDPH also produced a fact sheet, *“Protect Your Lungs from Wildfire Smoke”* for the general public on how to choose and correctly use N95 or P100 particulate respirators for protection from the harmful effects of wildfire smoke. The CDPH also produced information on *“Reducing Exposure to Smoky Air to Protect Your Health”* in 12 languages. These documents are posted on CDPH’s public-health, emergency-preparedness website, [www.bepreparedcalifornia.ca.gov](http://www.bepreparedcalifornia.ca.gov).

To supplement CDPH’s internationally-recognized model Crisis and Emergency Risk Communication (CERC) Tool Kit, originally developed in 2005, CDPH worked with local health-department, public-information officers on development of communication materials for local health departments to use in a potential influenza pandemic. The new materials, to be issued in 2009, include a public-information officer’s checklist; key messages for all phases of a pandemic; a fact sheet and questions and answers on pandemic influenza; guidance for a crisis hot line, templates for broadcast PSA script and press releases; and checklists for individual, family, school districts, businesses, faith-based and community organizations.

The CDPH’s Be Prepared California website <http://www.bepreparedcalifornia.ca.gov> provides access for the public on emergency preparedness issues. The website is designed to be the “go to” online resource to help Californians prepare for, respond to, and recover from a public-health emergency.

### **Goals and Accomplishments**

The following are the goals from the 2008 *California Homeland Security Strategy* associated with Public Health Preparedness Planning, and the CDPH’s accomplishments in the field this year.

Goal 1	Strengthen Communications Capabilities
Goal 2	Strengthen Information Sharing, Collaboration Capabilities and Law Enforcement Investigations
Goal 3	Strengthen Medical and Public Health Preparedness
Goal 4	Enhance Protection of Critical Infrastructure and Key Resources (Enhance Transportation and Maritime Security)
Goal 5	Citizen Preparedness and Participation
Goal 7	Enhanced Catastrophic Incident Planning, Response and Recovery
Goal 8	Homeland Security Exercise, Evaluation and Training Programs

### **Accomplishments**

- The CDPH held a seminar on July 11, 2008, at COLEF in Tijuana to build the capacity of border health professionals in Baja California and California to detect, investigate, and report food-borne illness outbreaks. The CDPH EWIDS Program continues to increase cross-border laboratory and epidemiological capacity and establish partnerships to accomplish cross-border activities.
- The CDPH conducted a table top exercise on communications protocols with Imperial and San Diego Counties and Mexican Health Officials.
- The CDPH developed an Emergency Response Plan for Potable Water.
- The CDPH provided certification training for Public Health Microbiologists
- The CDPH developed epidemiological tools for chemical incidents for local health-department epidemiologists.
- The CDPH undertook review and revision of all procedures and training materials for CDPH and Public Health Duty Officers, and trained all Duty Officers in the revised procedures. This has resulted in shortened response times on incidents reported to CDPH.

### **Integration with Response Partners: Communications**

#### **1) Plans and Procedures**

##### **CDPH Continuity of Government Operations Plan**

The CDPH continued implementation of the Continuity of Operations (COOP) and Continuity of Government (COG) Plans developed in 2006. The COOP/COG Plan addresses the overall department and specific divisions with mission-critical functions and programs in planning for operations under emergency conditions. The objective of the COOP/COG Plan is to mitigate the effect of the emergency on CDPH staff, facilities, and mission so that CDPH can continue essential internal operations and services to the public and external agencies.

##### **LHD Preparedness**

Each LHD is required to develop a plan and procedures for general public-health emergency response, SNS, epidemiology and surveillance, pandemic influenza, smallpox, and CERC Plan. The development and use of these plans in drills and exercises helps each LHD in its efforts to be prepared for an event.

To assess local public health preparedness, CDPH contracted for an onsite assessment of each LHD's readiness to respond to events. Governance of this project was conducted by a joint Steering Committee comprised of representatives from CDPH, the California Conference of Local Health Departments (CCLHO) and the County Health Executives Association of California (CHEAC). The assessments, conducted in 2006 and 2007, were conducted by "peers", a trained team of LHD staff, using a standardized instrument. Each LHD received feedback on its review and was provided with recommendations on areas needing improvement. Fifty six of California's 61 LHDs, representing over 97 percent of the state's residents, participated in these assessments.

In 2007, CDPH released a summary of the LHD assessments. This report described the process of the individual assessments, summarized the results, and provided recommendations based on the findings of the assessments. The CDPH, CCLHO and

CHEAC have agreed to establish a new Steering Committee to review and prioritize the recommendations.

The CDPH updated *the California Health Officers Practice Guide for Communicable Disease Control* that was issued in 2006, in order to reflect changes in state statute that had occurred. This guide was developed by local health officers, local health executives and county counsels to provide practical advice on the actions that can be taken to stop the spread of disease. The guide has been recognized by CDC as an example of valuable new public health tools developed by a state and LHDs. The CDPH has also developed and distributed model quarantine and isolation plans and orders to LHDs.

## **2) Joint Emergency Operations Center (JEOC)**

In order to better coordinate an effective response to public-health emergencies, in 2006, CDPH established a state-of-the-art JEOC which is shared by CDPH, DHCS and EMSA. The JEOC is structured to be consistent with both NIMS and SEMS and equipped with primary and redundant communications capability. To assure continuity of operations under all conditions, a fully-equipped, backup JEOC has also been established and tested in exercises and drills. A second backup JEOC has been established outside the Sacramento area.

## **3) Health Alert/Communications & Information Technology**

The Public Health Information Network (PHIN) is a national initiative to improve the capacity of public health to use and exchange information electronically by promoting the use of standards and defining technical requirements. The standards and technical requirements are determined by best practices related to efficient, effective, and interoperable public-health information systems that support both routine public-health activities and emergency preparedness and response.

The CDPH maintains the PHIN–approved California Health Alert Network (CAHAN) with approximately 10,000 users as the primary statewide alerting and notification system through a secure, web based system. The CAHAN has the capability to provide 24/7/365 notification to all users. In 2007, CDPH completed a telecommunications expansion project to provide additional surge capacity. Additionally, CDPH restructured CAHAN for improved efficiency in system functioning and user friendliness.

## **4) Drills, Exercises and Real Events**

The CDPH conducts and participates in exercises that test CDPH and LHD emergency plans and procedures. In coordination with OHS and other state and local agencies, CDPH participated in the 2007 Golden Guardian Exercise. In coordination with EMSA, CDPH participated in the Rough and Ready Exercise in August 2007 and the Statewide Medical – Health Disaster Exercise in October 2007. In addition to responding to the scenarios of these exercises, CDPH exercised activation of its SNS distribution function. Warehouse operations to receive and distribute the medical supplies and pharmaceuticals to LHDs were exercised and some LHDs exercised dispensing of these supplies to their residents.

The CDPH, in collaboration with the California Department of Education, held training and an exercise to encourage and support emergency and pandemic influenza preparedness with schools, one of the community institutions that will be most impacted by a pandemic.

The exercise had three components: satellite broadcast/video training on pandemic influenza and the significance of school closure in response to a pandemic; a tabletop exercise; and a website which contains links to hundreds of resources that educational agencies can use for their preparedness. Over 300 sites across the country linked to the broadcast. It is estimated that over 9,000 viewers nationwide participated in the exercise.

In 2007, CDPH effectively responded to public health threats including suspicious letters, extreme heat, severe cold, wildfires, the oil spill in San Francisco Bay, and other events. All responses were conducted in accordance with the CDPH Emergency Response Plan and Procedures and SEMS/NIMS.

## **5) LHD Comprehensive Application**

In 2006, CDPH developed a comprehensive application guidance and agreement which included all public-health, emergency-preparedness funding streams. This single LHD agreement for all funding streams enabled LHDs to conduct comprehensive planning for all public-health, emergency-preparedness activities and to present an integrated budget to their Boards of Supervisors. Although both LHDs and CDPH found this approach to be effective in planning public-health, emergency-preparedness activities and budgets, it was not possible to continue it in 2007, as federal agencies issued their grant awards and guidance at different times. The CDC's grant guidance was not released until a month after the start of the grant term and the final award was not received until four months after the start of the term.

## **2008 Accomplishments**

- Expanded the use of CAHAN. During 2008, CDPH added 3,000 users (for a total of 10,000 users) at the state, regional, county and city levels.
- Developed a comprehensive CAHAN training package for LHDs which incorporates setting up the roles and capabilities of the local users.
- Completed a multi-year project to provide teleconferencing equipment, computer network security software and equipment, radios, satellite phones, and satellite internet systems for LHDs.
- Issued an updated edition of the *California Health Officers Practice Guide for Communicable Disease Control*.
- Completed a detailed syndromic surveillance survey of LHDs.
- Convened bi-national telemedicine and telehealth meetings in the US-Mexico Border Region.
- Developed a bi-national strategy document entitled *Actions for Joint Preparedness and Response Between California and Baja California: A Strategy Brief of the US-Mexico Border Avian and Pandemic Influenza Initiative*.
- Coordinated a bi-national, five-day "Rapid Epidemiological Surveys" workshop for epidemiologists and key stakeholders.
- Trained technical and support staff in use of technical equipment in the AHRAL and in maintaining the physical infrastructure of the trailer.
- Launched a new public health preparedness website designed to be the "go to" online resource for emergency preparedness information.
- Conducted four regional Special Populations Forums for LHDs focused on risk communication.
- Provided all LHDs with CERC training specific to pandemic influenza.

- Sponsored the third Annual Statewide Emergency Preparedness Coordinators Conference for LHDs which included orientation training, discussion topics such as preparing for a healthcare surge, SNS/Chempack, statewide exercises, etc. Over 150 participants attended the conference.
- Conducted a workshop for LHDs to assist them with the development of local pandemic influenza plans.
- Sponsored a 12-county San Francisco Bay Area summit to discuss challenges that area will face in a pandemic such as workforce shortage, supply-chain disruption, etc. Approximately 119 participants attended the summit.
- Co-sponsored a conference that focused on disaster planning for hospitals. Over 500 individuals attended the conference.
- Completed CAHAN expansion project to provide additional surge capacity.
- Completed CAHAN restructuring, resulting in improved efficiency in system functioning and user friendliness.
- Participated in three statewide exercises and exercised activation of CDPH's SNS distribution function.
- Conducted a satellite training and tabletop exercise on school closures during a pandemic. Approximately 9,000 viewers statewide participated in the exercise.
- Trained LHD laboratories in identifying avian influenza strains and subtypes.
- Trained first responders, laboratory staff, and others to recognize potential bioterrorism agents and how to handle them appropriately.
- Produced and distributed a DVD titled "Responding to a Chemical Emergency – Collection and Handling of Clinical Specimens."
- Conducted a stakeholders' meeting that resulted in a draft Comprehensive Laboratory Emergency Response Plan.



## Strengthening Mass Prophylaxis and Medical Surge Capacity

### **Emergency Pharmaceutical Management/Distribution and Mass Prophylaxis**

The CDPH's Emergency Pharmaceutical Services Unit manages the State's emergency-response capabilities for deployment of antivirals, vaccines, and other pharmaceuticals and has responsibility for all activities related to California's access to pharmaceuticals during an emergency. Included in the responsibilities of the Emergency Pharmaceutical Services Unit are:

**Strategic National Stockpile (SNS):** California must be prepared to receive, distribute, and dispense pharmaceuticals and medical supplies that CDC will provide to California during an event so catastrophic that the State's needs exceed available supplies. CDPH, working with the California Highway Patrol, CalFire, OHS, OES and other state agencies, has developed procedures to rapidly open and operate warehouses to receive the federal assets and distribute them to local health departments for dispensing to California residents.

Each year, CDC conducts an assessment of each state's capability to activate the SNS program. In the 2008 assessment, in recognition of California's effective operational plan, trained staff, and tactical readiness for SNS plans, CDC awarded California a score of 100 percent. California was the first state in the Nation to receive this score.

The CDPH oversees local health-department plans for rapid distribution of pharmaceuticals and medical supplies within their jurisdiction and dispensing pharmaceuticals to the community through mass prophylaxis strategies. These strategies include establishing points of dispensing (PODs) where emergency pharmaceuticals can be provided to the public. Each local health department has developed a local SNS Plan.

In 2007-2008, CDPH undertook a concentrated effort to strengthen local health departments' ability to meet SNS requirements to rapidly receive, distribute, and dispense pharmaceuticals and medical supplies that CDC will provide to California during a disaster. The CDPH has established a goal to increase the number of local health departments with a rating of at least 70 percent on their SNS assessment. As described in Goal 2 of CDPH's Strategic Plan, CDPH's objective is to increase to 43 the number of local health departments with a rating of at least 70 percent on their SNS by June 30, 2009, and to 54 by June 30, 2010. To assist local health departments in achieving these goals, each local health department is assigned a CDPH staff member who works with that local health department to critique their SNS self-assessment and develop improvement plans. The CDPH provides technical assistance to each local health department through onsite visits, monthly conference calls, training sessions, and/or participation in exercises.

In June 2008, CDPH held a SNS summit to focus on collaborative relationship building between state and local public and private partners and identify SNS best practices. The summit brought together representatives from law enforcement, fire, emergency medical services management, public works, and public and private volunteer agencies as well as CDPH and all local health departments for open communication and sharing of plans and ideas for approaches to enhance local SNS readiness.

**Cities Readiness Initiative (CRI):** In the event of an attack of aerosolized anthrax or other highly infectious disease, it is essential that California be able to distribute antibiotics to the

impacted population as quickly as possible. In anticipation that such an attack is most likely to occur in an urban setting, CDC has designated funds for urban areas to develop procedures to distribute antibiotics to the entire population within 48 hours of the attack. In California, 18 local health departments (including Los Angeles) receive CRI funds. Local health departments have developed strategies to establish PODs quickly, manage crowd control, provide security, and implement other strategies to quickly dispense pharmaceuticals.

**Purchase of Antivirals:** The threat of an influenza pandemic is made greater by limited medical interventions to address this disease. The HHS has indicated that when the virus causing the pandemic is identified, it will support development and production of a vaccine that it will make available throughout the Nation. It is expected that there will be a time lag between pandemic onset and vaccine availability, and limited supplies of vaccine will initially be available until production ramps up. Until the full population is immunized, antivirals are the only medical resource available to lessen the impact of the influenza. The CDC recommends that states assure sufficient antivirals for 25 percent of the state population. The CDPH has purchased 3.7 million treatment courses of antivirals and the federal government has stockpiled 5.3 million treatment courses for California for a total of 9 million courses available to California during a pandemic. CDPH has also assisted local health departments in purchase of antivirals, using local or private funds.

**Chempack:** The CDPH is the lead state agency responsible for placement of large federal caches of nerve agent antidotes within California. Chempack caches contain life-saving medication that would be urgently needed to effectively respond to either a chemical nerve agent attack or a large organophosphate pesticide exposure. Chempack caches are placed at the community level, so that if this material is ever needed, it will be available for immediate deployment by local emergency responders (either traditional first responders in the field or hospital emergency room personnel). In addition to 64 caches installed in Los Angeles County, CDPH installed a total of 165 Chempack containers in 89 sites across the state. These containers are strategically placed within one hour of locations where 90 percent of Californians reside. Each Chempack site is temperature-controlled and secured by automatic sensors that notify local, state, and federal officials simultaneously if the site or the locked containers that hold the cache are subject to unauthorized entry.

During 2008, CDPH continued training initiated in 2007 to enable EMS/paramedic and hospital emergency department personnel to improve their planning for potential activation of Chempack containers. The CDPH also conducted a series of tabletop exercises with representatives from local fire, police, public health, CHP, and hospital in an effort to develop and/or improve activation and deployment plans.

## **Strengthening Healthcare Surge Capacity**

### Developing Standards and Guidelines for Healthcare Surge during Emergencies

In 2008, CDPH issued *Standards and Guidelines for Healthcare Surge during Emergencies*, addressing delivery of healthcare during emergencies. The standards and guidelines include four volumes on Foundational Knowledge, Hospital, Alternate Care Sites, and Payers. Each volume is accompanied by a training guide and operational tools for assistance in surge planning. In addition, CDPH issued a 600 page Reference Manual which provides a legal analysis of state and federal statutes and regulations relevant to emergency healthcare delivery. These documents address standards of practice during an emergency; liability of hospitals and licensed healthcare professionals; identification of barriers to healthcare

delivery and draft standby orders for relieving some of these legal impediments; reimbursement of care provided during an emergency; and planning for and operating government-operated, alternate-care sites.

The development of standards and guidelines had been identified as one of the primary challenges to healthcare facility surge planning in California. The CDPH invited thousands of stakeholders to attend onsite meetings and comment on drafts of the guidelines. Over 1,000 stakeholders, including physicians, nurses, allied health professionals, medical ethicists, attorneys, state-government agencies, and other interested parties participated in development of the standards and guidelines.

Following release of the standards and guidelines, CDPH held six, two-day regional trainings for representatives of healthcare facilities and local health departments. Training participants were provided with comprehensive and hands-on learning opportunities that included interactive scenarios, problem solving, definitions, and localized networking. The guidelines are available on the CDPH website: [www.bepreparedcalifornia.ca.gov](http://www.bepreparedcalifornia.ca.gov).

Throughout 2008, CDPH collaborated with the California Association of Healthcare Facilities and California Primary Care Association to develop additional volumes that address California's clinics and long-term care facilities in a surge environment. Like the volumes for hospitals, alternate-care sites and payers, the clinic and long-term care volumes will include a standards and guidelines manual that addresses the existing requirements that currently govern the standards of care, and identify those that may be flexed and waived during a declared emergency; operational tools that will guide healthcare planners in the adoption and implementation of new temporary standards; and a training curriculum to support the planning and preparation for optimal-surge response.

### Enhancing the Preparedness of the Health Care Sector

Building the capacity of the medical-care sector to respond to emergencies began in 2002 with the advent of the HPP grant program. Based on self-assessments of local needs and priorities, HPP grant funds have strengthened the medical-care system through acquisition of temporary shelters, generators, cots, isolation-capacity equipment, pharmaceutical caches, personal-protective equipment for hospital staff and first responders, decontamination systems, trauma and burn caches, and communication systems. Examples of these efforts include development of over 100 new isolation beds in San Francisco and San Diego Counties; equipping each California hospital with a minimum of 10 personal air-purifying respirators; training hospital and clinic staff on the Hospital Incident Command System (HICS); equipping trauma and burn centers throughout the State with trauma and burn caches; developing templates for emergency-preparedness plans and protocols for community clinics; and participation of hospitals, clinics and other surge partners in statewide emergency-response drills and exercises.

The large number of acute- and critical-care beds needed during a pandemic cannot be met by California's hospitals, which currently operate approximately 73,000 acute-care beds. During a catastrophic event, it may be necessary to operate alternate-care sites in schools, armories, or other non-medical facilities. In order to operate alternate-care sites, in 2007, CDPH purchased supplies and equipment to allow alternate-care sites to provide medical services for eight to ten days. Additionally, CDPH purchased 2,400 ventilators, 50.9 million N-95 respirators, and 3.7 million courses of antivirals. These supplies are stored in CDPH-

run warehouses located regionally throughout the State. In addition, EMSA purchased three mobile field hospitals which are stored regionally.

### Identification of Medical Staff

Disaster Healthcare Volunteers of California: EMSA developed Disaster Healthcare Volunteers of California, a statewide registry of healthcare providers willing to volunteer in emergencies. In 2008, EMSA trained local staff in implementation and utilization of this system.

Medical Reserve Corps (MRC): Local entities have used a variety of federal funding sources to support MRCs, teams of medical and public-health volunteers who trained together and can be deployed during an emergency. The EMSA has worked on standards and qualifications for consistent establishment of MRC and reviewed and approved six new MRC applications, bringing the total number of MRC units in California to 40.

### Goals and Accomplishments

The following are the goals from the 2008 *California Homeland Security Strategy* associated with Strengthening Mass Prophylaxis and Medical Surge Capacity, and the CDPH's accomplishments in the field this year.

Goal 2	Strengthen Information Sharing, Collaboration Capabilities and Law Enforcement Investigations
Goal 3	Strengthen Medical and Public-Health Preparedness

### Accomplishments

- The CDPH conducted a two-day SNS Summit to assist local planners in building local preparedness to activate the SNS. The summit was augmented by technical assistance to local health departments through onsite visits, monthly conference calls, training sessions, and/or participation in exercises.
- The CDPH reviewed all local health-department, SNS self-assessments, using a standardized technical assistance tool developed by the CDC, to determine their readiness to activate SNS and dispense pharmaceuticals contained in the SNS.
- The CDPH conducted ten regional Chempack facilitated discussions to enhance local readiness to request, activate and deploy Chempack assets.
- The CDPH participated in local mass vaccination clinic and point of dispensing exercises to provide technical assistance to help local health departments enhance plans to provide mass prophylaxis to a population within 48 hours of deciding to do so.
- The CDPH released the *Standards and Guidelines for Healthcare Surge during Emergencies* and hosted regional surge guideline trainings to provide hands-on learning to healthcare organizations. The CDPH initiated Phase II of *Standards and Guidelines for Healthcare Surge during Emergencies* to develop additional standards and guidelines for clinics, long term care facilities, and licensed healthcare professionals.
- The CDPH initiated a Crisis Care Workgroup to plan for development of protocols that provide guidance on delivery of healthcare during mass disaster events where resources are insufficient to meet the needed amount of care. This workgroup will continue under Phase II of the *Standards and Guidelines for Healthcare Surge during Emergencies*.

- In collaboration with CHA, CDPH co-sponsored a statewide conference that focused on disaster planning for hospitals. Topics included building medical surge capacity, altered standards of care, establishing alternate care sites, best practices, NIMS compliance, legal issues during disasters, crisis communications, and HICS.

# Preparing for Pandemic Influenza

## **Overview**

An influenza pandemic will affect everyone in California as well as in the nation, thereby minimizing the availability of mutual aid. Planning for an influenza pandemic in 2008 focused on operationalizing local and state plans to delineate response and recovery activities. Activities specific to pandemic influenza include the following:

## **State Operations Pandemic Influenza Plan**

Planning for a pandemic influenza remains a top priority of the federal government, and in 2008, HHS required each state to submit an operational plan for pandemic influenza activities which spanned across state departments and agencies and across the public and private sector. State agencies have undertaken pandemic planning, participated in planning workgroups, and developed pandemic plans for both continuity of operations and program response. The CDPH, OHS and OES jointly led state agencies in developing California's 2008 Operational Plan which was submitted to HHS in June 2008. In January 2009, HHS released state scores. California's plan received the top score of "No Major Gaps" in 14 of 25 elements in which it was scored. Only three states had higher scores.

## **Pandemic Influenza Exercises**

In response to requests from local health departments for a training and exercise program with a public-health-focused scenario, CDPH, in conjunction with state and local partners, undertook development of a four-phase training and exercise approach to facilitate local and community planning for pandemic influenza. The focus of the program is continuum of care across levels of healthcare delivery. The program began in 2008 with a statewide satellite broadcast on the levels of healthcare delivery that might be invoked during a pandemic. The program will culminate in a statewide medical and health functional pandemic-influenza exercise in 2009. All local health departments are required to participate in this program and to invite area healthcare facilities and other local partners to participate as well. Many hospitals will use the functional exercise to meet Joint Commission accreditation requirements.

## **Decision Analysis Scoring Tool (DAST)**

The CDPH, in collaboration with the JAC Subcommittee on Pandemic Influenza Vaccine and Antiviral Prioritization Strategies and the UC Berkeley Center for Infectious Disease Preparedness, developed the DAST for prioritization of vaccine in a pandemic influenza. The goal of this tool is to develop a systematic, justifiable, flexible, and transparent prioritization planning process. It analyzes multiple goals, criteria, and alternatives to evaluate target groups along competing vaccination criteria and assigns a numerical score to each group based on how well it matches the criteria. DAST produces a rank-ordered list of target groups that can be evaluated and implemented to build an optimal vaccine implementation strategy. This will help standardize distribution of limited resources across specified target groups. The CDPH conducted field testing of the scoring tool through focus groups that included public and occupational representatives across California.

In June 2008, CDPH and UC Berkeley Center for Infectious Disease Preparedness completed the California guidance for vaccine prioritization using DAST results as a guide. The HHS and DHS subsequently released the revised federal strategy for allocating vaccine in July 2008. In response, CDPH reviewed its guidance on vaccine prioritization to ensure alignment with the federal recommendations. California's guidance is anticipated to be released in spring 2009.

### **Pandemic Influenza Vaccine and Antiviral (PIVA) Advisory Group**

In April 2008, CDPH convened the PIVA Advisory Group, comprised of 25 key statewide pandemic-preparedness and emergency-response experts from the public health, medical and select critical-infrastructure sectors. Key federal government agencies, including CDC, DHS and HHS, participated in many of the meetings. The mission of the PIVA Advisory Group is to advise and recommend to CDPH implementation strategies for the allocation, distribution, and administration of vaccine and antiviral medications during a pandemic. Phase 1 of the project, which is now being finalized, focused on strategies for pandemic vaccine implementation. The CDPH, using the recommendations from the PIVA Advisory Group, will develop the Pandemic Influenza Vaccine Implementation Guidance focusing on allocation approaches, target-group membership-verification methods, and dose-allotment approaches. Phase 2 of the project, to begin in March 2009, will address implementation strategies for the use, distribution, and dispensing of antiviral medications.

### **Local Health Department Mass Vaccination Clinic Exercises**

In 2008, CDPH required local health departments to conduct one of their seasonal influenza vaccination clinics as a mass-vaccination clinic, meeting the following requirements: 1) vaccinate a minimum of 400 people and/or operate the clinic for four hours; 2) implement the Incident Command System to manage the mass-vaccination clinic; 3) measure and evaluate the throughput in the mass-vaccination clinic; 4) collect, analyze, and report vaccine clinic data and into CDC's Countermeasure Response Administration (CRA) system; and 5) utilize Homeland Security Exercise and Evaluation Program (HSEEP) guidelines for development of a mass-vaccination clinic After Action Report (AAR) and Corrective Action Plan (CAP). The CDPH provided local health departments with a Mass Vaccination Clinic Guidance to assist with planning and conducting the clinics. All local health departments conducted this exercise.

### **Goals and Accomplishments**

The following are the goals from the 2008 *California Homeland Security Strategy* associated with Preparing for Pandemic Influenza, and the CDPH's accomplishments in the field this year.

Goal 2	Strengthen Information Sharing, Collaboration Capabilities and Law Enforcement Investigations
Goal 3	Strengthen Medical and Public-Health Preparedness
Goal 5	Citizen Preparedness and Participation

### **Accomplishments**

- The CDPH, OHS and OES revised the California State Pandemic Influenza Operational Plan to meet federal requirements.

- The CDPH provided guidance to local health departments in conducting at least one of their seasonal influenza clinics as a mass-vaccination clinic.
- The CDPH initiated a four-part, statewide training and exercise program on pandemic influenza and produced a satellite broadcast in October 2008. All local health departments are required to participate in the training and exercise program and healthcare facilities are encouraged to participate.
- California participated in CDC's CRA pilot project in which local health departments report information to track pandemic influenza vaccinations and possibly other countermeasures during a pandemic. Forty-five of California's local health departments participated in the pilot.
- The CDPH revised and updated the CDPH VRDL website to provide recommendations and guidance for specimen collection, shipment and safe handling in cases of suspect avian influenza.
- The CDPH maintained capacity to perform large-scale testing for respiratory viruses in order to monitor circulation and emergence of new influenza strains. The CDPH VRDL increased surge capacity by training five additional personnel in performance of PCR, strain typing and antiviral resistance testing for influenza and other respiratory viruses.
- The CDPH supported the Respiratory Laboratory Network, a network of 22 local health department laboratories, with reagents and training in order to conduct complex testing for influenza viruses.
- The CDPH maintained statewide influenza surveillance system to monitor influenza-like illness in many different populations, including outpatient cases, hospitalized cases, children hospitalized in intensive care, pediatric deaths and positive laboratory tests. Included in the system were a pilot project to electronically monitor cases of influenza-like illness at Kaiser Permanente Northern California and testing of pediatric cases with severe respiratory illness hospitalized in intensive care.
- The CDPH developed guidance for the DAST Project.
- The CDPH worked to develop public-private partnerships to strengthen community preparedness for a pandemic influenza. The Bay Area Cross Sector Partners in Preparedness and Southern California Summit on Cross Sector Pandemic Influenza Planning are two regional summits convened during 2008 to form alliances to sustain communities during a pandemic.



# Critical Infrastructure – Building upon a Strong Foundation

## Overview

The primary function of the Critical Infrastructure Protection Division within the California Office of Homeland Security is to carry out the provisions of the National Infrastructure Protection Plan (NIPP). The NIPP outlines various identification, prioritization, and protection guidelines to strengthen security and reduce risk at high-value Critical Infrastructure and Key Resource (CIKR) sites.

Through strategic planning over the past three years, the California Office of Homeland Security's (OHS) Critical Infrastructure Protection (CIP) Division has steadily built a focused and complimentary set of resources to continue protecting California's vast array of Critical Infrastructure and Key Resource (CIKR) assets. The number of vulnerability and consequence assessments conducted on CIKR sites continues to increase; security partnerships with local, state, federal and private asset owners continue to strengthen; and technology used to identify, capture, and assess risks continues to become more sophisticated.

## Assessments

Risk management utilizes a formula that incorporates vulnerability, consequence, and threat assessments to form a risk profile. Vulnerability and consequence assessments are conducted by a number of entities which, in California, include the National Guard's Full Spectrum Integrated Vulnerability Assessment (FSIVA) Teams and the Homeland Defense Operation Planning System (HOPS). The Center for Risk and Economic Analysis of Terrorist Events (CREATE), a United States Department of Homeland Security (US-DHS)- sponsored Center of Excellence located on the campus of the University of Southern California (USC), then analyzes many of these assessments. In the past year, to better meet the demands and scale of CIKR in California, OHS added two Assessor Coordinators within each of the four regions, and commissioned two fulltime FSIVA teams to conduct assessments on high-value CIKR assets.

## Partnerships

Since its inception, the CIP Division has recognized the fundamental importance of security partnerships with both public and private asset owners and managers. As the majority of the State's vast infrastructure systems are privately-owned, liaising with the private sector forms an integral part of CIP's efforts. The CIP Division fosters these security partnerships including memberships in:

- **Chemical Facility Anti-Terrorism Standards (CFATS)** The CIP Division participated in two regional conferences to enhance the development and implementation of CFATS.
- **Sector-specific working groups (SSWG)** such as the recent Energy SSWG offered an informal arena for California's public and private energy-sector partners to exchange insights and energy system expertise and to promote information-sharing.
- **InfraGard**, an FBI-sponsored public/private organization designed to educate, train and provide open-source information to selected sectors and sites, many of which are privately-owned.

- **Business Executives for National Security (BENS)**, a nonpartisan organization of business leaders who apply lessons of successful businesses to making the country safer and more secure.
- **Security Network**, a San Diego-based nonprofit, nonpartisan organization whose goal is to build an all-inclusive network that brings together public and private industry with the appropriate government and academic institutions.

## **Technology**

In 2008, important and sophisticated new technologies emerged to assist with CIKR identification, prioritization, and protection efforts. These tools include the *Constellation/Automated Critical Asset Management System (C/ACAMS)* along with promising new geospatial capabilities.

The C/ACAMS assessment method and database, which was piloted in California by the LAPD, is a Web-enabled information services portal that the US-DHS provides to help state and local governments build critical infrastructure protection programs in their local jurisdictions. Since February 2008, the CIP Division has conducted 12 C/ACAMS training classes throughout California and certified 175 new C/ACAMS users.

Additionally, CIP continues evaluating geospatial assessment tools that can combine vulnerability and consequence information; incorporate information on other hazards (wildfire, flood, earthquake, etc.); can be tied into the threat stream; and that contain analytic functions to assist OHS with determining risk. Fostering these geospatial capabilities in the near future will allow OHS to make for sophisticated prioritization and protection decisions.

## **California's Critical Infrastructure and Key Resources**

As defined by the federal government, critical infrastructure includes systems and assets, whether physical or virtual, that if rendered inoperable or destroyed would have a debilitating impact on national security, the national economy, compromise public health and safety, or any combination of these matters.

California's critical infrastructure includes representatives from all 18 of the Critical Infrastructure and Key Resource sectors identified by US-DHS, with manufacturing added this year for a total of 18 sectors:

Critical Infrastructure Sectors in California		
Agriculture and Food	Telecommunications	Banking and Finance
Postal and Shipping	Chemical and Hazardous Materials Industry	Public Health
Defense Industrial Base	Transportation	Energy
Water	Emergency Services	National Monuments and Icons
Information Technology	Commercial Assets	Government Facilities
Dams	Nuclear Power Plants	Critical Manufacturing

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with Critical Infrastructure Protection, and OHS' accomplishments in the field in 2008.

OBJECTIVE 4.1	Enhance Transportation Security to Include Airport, Mass Transit, and Maritime Critical Infrastructure Systems
OBJECTIVE 4.2	Enhance Protection of Other Critical Infrastructure Sectors and Key Resources consistent with the National Infrastructure Protection Plan (Tier I and Tier II critical infrastructure sites)
OBJECTIVE 4.3	Continued Assessments of Critical Infrastructure
OBJECTIVE 4.4	Enhance Critical Infrastructure Protection to Implement the National Infrastructure Protection Plan (NIPP).
OBJECTIVE 4.5	Enhanced Outreach to the 17 Sector Councils, Associations and Organizations
OBJECTIVE 4.6	Enhance Security Partnerships With Each of the 17 Key Critical Infrastructure Sectors
OBJECTIVE 4.7	Coordinate the Development of Standardized Vulnerability and Consequence Tools for Site Assessments along with the Resources of Sandia National Laboratory
OBJECTIVE 4.8	Establish Internal Geospatial Capability for Statewide Database
OBJECTIVE 4.9	Enhance the State's Risk Assessment Capabilities
OBJECTIVE 4.10	Measure Effectiveness of the State's CIKR Protection Efforts
OBJECTIVE 4.11	Enhance Automated Critical Asset Management System (ACAMS)
OBJECTIVE 4.12	Develop and Enhance Geographic Information Systems (GIS) Capabilities for ACAMS
OBJECTIVE 4.13	Enhance the Buffer Zone Protection Program (BZPP)

## 2008 Accomplishments

- Conducted Vulnerability Assessments visits, such as Buffer Zone Plans (BZP), Comprehensive Reviews (CR), and Full Spectrum Integrated Vulnerability Assessments (FSIVA) to identify vulnerabilities and enhance security in collaboration with federal, state, local and private sector stakeholders.
- Evaluating the newly released US-DHS Food and Agriculture Sector Criticality Assessment Tool (FASCAT) which will provide a means to identify sector elements and systems that are critical to key state commodity chains or food distribution systems
- Reviewed, verified and validated hundreds of CIKR sites related to various data calls and BZPP's, and nominated several sites to the former National Asset Database.

- The CIP Division is committed to forming sector-specific working groups, including energy, to offer an informal arena in which California's public and private sector partners can exchange insights and perspectives on effective communication channels to facilitate opportunities for exchange of energy-system expertise and information-sharing.
- The California Maritime Security Council (CMSC) is also supported by the CIP Division, and acts as an advisory body to the Governor in matters related to Maritime Security. The mission of the California maritime industry is to ensure the safe, secure and efficient movement of cargo to and from California maritime ports of entry.
- Initiating outreach efforts to identify authoritative sources on regional critical infrastructure assets; develop a regionally focused list of CIKR assets; establish a roster of personnel available for steering committee to facilitate building of an OHS asset inventory; responding to OHS data calls, and completing assessments.
- The CIP Division held the first Energy Sector Working Group Meeting. The purpose of the meeting was to hold a forum so energy-sector (oil, natural gas, electricity) representatives could meet and discuss risk-mitigation issues pertaining to the energy sector and interdependent sectors.
- Completed statewide Canine Bomb Detection Training Pilot Program and assisted in the development and implementation of a statewide Canine Bomb Detection Curriculum. Participated in the development and implementation of the Chemical Facility Anti-Terrorism Standards (CFATS) by hosting two regional conferences. The conferences explored the US-DHS' new chemical security regulations and their impact in California.
- Assisted with the development and testing of new technologies such as the Rapidly Deployable Chemical Detection System (RDCDS), which is one example of a number of screening techniques and technologies which could be implemented or deployed quickly to systems facing a specific threat, or in support of major events such as National Security Special Events (NSSEs).
- Conducted two statewide Private Sector Counterterrorism Awareness Workshops. These workshops were conducted on behalf of the OHS-CIP Division and DHS's Office for Bombing Prevention (OBP). The workshops were attended by representatives from all 18 sectors and provided private owners and operators an overview on HSPD-19, national terrorism trends, IED Awareness and Explosive Effects, Soft Target Awareness Threat Assessment, and Surveillance Detection.
- The CIP Division chaired the Railroad Safety and Security Task Force and completed a report and submitted it to the California Legislature in March 2008.
- Continue to work with Sandia National Laboratory to enhance the current US-DHS criteria used to identify critical infrastructure. OHS hopes to have California-specific criteria which will focus on assets of State significance, be easier to apply, and will expedite the identification and inventory process of additional assets.
- Continued the creation of Geospatial tools to help identify vulnerabilities, track assessments, and measure threats to CIKR sites. This geospatial capability will allow OHS to visually track assets throughout the State, identify interdependencies, model various scenarios and determine cascading effects.
- Supported a number of geospatial initiatives, which include active participation in the national Homeland Infrastructure Foundation Level Working Group (HIFLD-WG), hosting the statewide Homeland Security Geospatial Working Group, and providing recommendations to the recent Governor's GIS Task Force.
- Evaluated a number of geospatial products to help OHS identify and inventory asset information, which include iMapData and DHS Earth.

- Provided comments on the Federal Geospatial Data Model and coordinated the gathering of statewide GIS layers as part of the Homeland Security Infrastructure Program-Freedom. Support the four fusion centers across the State by adding pairs of CIKR assessors to assist with the site selection, coordination and conducting various types of assessments.
- Teams conducting FSIVA, HOPS, and BZPP assessments continue to evaluate high-value CIKR sites, and develop vulnerability-mitigation strategies. The assessors, along with the assistance from the FBI, RTTACs and PSAs, work closely with the asset owners and operators to develop a comprehensive protection strategy.
- Continue to evaluate assessment tools that can combine vulnerability and consequence information, incorporate information on other hazards (wildfire, flood, earthquake, etc.), can be tied into the threat stream, and that contains analytic tools to assist OHS with determining risk.
- Combining data from various assessment tools (FSIVA, HOPS, BZPP, ACAMS) and adding GIS layers that show criminal activity, natural hazards (flood, wildfire, earthquake), and previous grant-funding allocations will allow OHS to make more sophisticated prioritization and protection decisions. By capturing and mapping where equipment and related resources from previous grants have been purchased and placed, when combined with where existing resources are located OHS can measure not only where security has been improved but also where current gaps exist.
- Expanded the Constellation/Automated Critical Asset Management System (C/ACAMS) within California and nationally. Since February 2008, the CIP Division has conducted 12 ACAMS training classes throughout California and certified 175 new ACAMS users.
- Participated on the State and Local Tribal Territorial Government Coordinating Council (SLTTGCC) and ACAMS National Working Group which assisted DHS in the creation and release of a Companion Document to the NIPP, titled "Guide to CI/KR Protection at the State, Regional, Local, Tribal and Territorial Level".
- Developed over 300 Buffer Zone Plans at nationally-critical sites since 2004, providing approximately \$36 million in grant funding to responsible jurisdictional organizations, (i.e. local law enforcement) to enhance their preventive and protective capabilities.
- Conducted first system-based Comprehensive Review (CR) for the California State Water System, which examined 40 critical nodes vital to supplying water to the entire State.

# Enhancing Maritime Security

## **Overview**

California has a vital interest in ensuring the security of its maritime community. In today's economy, shipping and maritime commerce are essential for participation in the global marketplace. California ports are the engines that power the State and national economy, and handle 43 percent of the nation's waterborne commerce. It is incumbent on state and local governments, private industry, and the various port authorities to collaboratively develop and implement a strategy that maximizes California's ability to sustain this key aspect of the State's infrastructure and economy.

The OHS has enhanced and will continue to enhance the existing security strategies of California's maritime community in such a manner as to recognize the uniqueness of each port, harbor or ferry terminal, through a common level of security irrespective of the size or location.

The maritime community must be prepared to prevent, protect, respond to, and recover from all-hazards that could disrupt the maritime sector and related sectors. California takes full advantage of: strengthened alliances, with federal, state, and local port-partners in both public and private-sectors; cooperative agreements; advances in technology; strengthened information sharing, collection, analysis, and dissemination; and business continuity and recovery operations.

Maritime security is achieved by the coordination of public and private maritime security activities on a global scale using a multi-layer security effort that addresses maritime threats. The National Strategy for Maritime Security aligns all federal government maritime security programs and initiatives into a comprehensive and cohesive national effort involving appropriate federal, state, local, and private-sector entities.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with Maritime Security, and OHS' accomplishments in this field.

OBJECTIVE 2.12	Enhance and Expand the Terrorism Liaison Officer (TLO) Program Representing Law Enforcement, Public Safety, State Agencies, and Private Security Firms
OBJECTIVE 2.14	Enhance Information Sharing and Terrorism Detection Capabilities in the Maritime Domain
OBJECTIVE 4.1	Enhance Transportation Security to include Airport, Mass Transit, and Maritime Critical Infrastructure Systems
OBJECTIVE 4.6	Enhance Security Partnerships with each of the 17 Key Critical Infrastructure Sectors

## **2008 Accomplishments**

- With both external and internal outreach activities, OHS was successful in securing federal PSGP funding.
- With the development of the TLO program for the maritime sector, OHS has continued and established enhanced connections with security and management staff at OHS port-partner agencies.
- Approved the State Maritime Security Strategy in April 2008.
- The CMSC Governance Structure was approved in July 2008.
- The CMSC voted to extend its Charter through March 2010.
- The California Department of Fish and Game became a member of the CMSC in July 2008.
- The OHS established coordination with the Business, Transportation, and Housing Agency (BT&HA) for work on the Recovery and Reconstitution subcommittee. The BT&HA brings experience in business resumption as reflected in the State's Goods Movement Plan.
- Through the Training and Exercise Subcommittee, the CMSC is liaising with OHS to develop and implement a Maritime TLO program for law-enforcement agencies and personnel whose jurisdictions include the State's ports.
- The OHS coordinated a FSIVA Team to assess all eleven California ports.
- The Science and Technology Subcommittee researched the suitability of DOD/NOAA Bottom Mapping Technical Standards for possible adoption by the California ports.
- The port security directors provided input to the OHS Grants Management Division for the development of grant guidance for the second round of Proposition 1B funding made available during 2008.
- The OHS continues to participate as a member of the Area Maritime Security Committees (AMSC) in Northern California, Central California Coast and San Diego. These committees are chaired by the USCG, captains of the Ports. The committees identify and build awareness of potential threats through improved security procedures and communications, and implement security procedures to decrease port vulnerabilities.
- The CMSC's Information Sharing Subcommittee and OHS worked to improve communications between the ports and state, federal, and local law-enforcement agencies to share terrorism-related information. The CMSC members have access to Homeport and the Lessons Learned Information Sharing (LLIS) portals to improve counter-terror communications.

### **Federal Port Security Initiatives**

In addition to the National Strategy for Maritime Security, there are eight supporting plans to address the specific threats and challenges of the maritime environment. While the plans address different aspects of maritime security, they are mutually linked and reinforce each other. Development of these plans was guided by the security principles outlined in this National Strategy for Maritime Security. These plans will be updated on a periodic basis in

response to changes in the maritime threat, the world environment, and national security policies. The supporting plans include:

- National Plan to Achieve Domain Awareness
- Global Maritime Intelligence Integration Plan
- Interim Maritime Operational Threat Response Plan
- International Outreach and Coordination Strategy
- Maritime Infrastructure Recovery Plan
- Maritime Transportation System Security Plan
- Maritime Commerce Security Plan
- Domestic Outreach Plan

**Additional National Supporting Plans:**

- The Safe Port Act
- Maritime Transportation Security Act
- National Infrastructure Protection Plan
- National Preparedness Goal
- National Response Plan
- National Response Framework
- Strategy to Enhance International Security.

**Domestic Nuclear Detection Office (DNDO) and Preventative Radiological-Nuclear Detection (PRND)**

Working with DHS-DNDO, OHS continues with the efforts in the enhancement of maritime radiological-nuclear detection procedures for California. The goal of these efforts is to enhance the ongoing efforts in the development of a proactive preventative radiological/nuclear detection capability by Port Authorities and local city/county law enforcement port partners.

To better align the program with DHS activities, the efforts will enhance small-vessel security at the eleven California Ports and the harbors/marinas by giving local law enforcement the means to interdict or deter the importation of radiological dispersal devices, improvised nuclear devices, or special nuclear materials through the screening of maritime traffic other than container cargo vessels.

**FY 2008 Port Security Grant Program (PGSP)**

The PSGP is an important part of the Administration's larger, coordinated effort to strengthen homeland-security preparedness, including the security of the country's critical infrastructure. The PSGP implements objectives addressed in a series of post- 9/11 laws, strategy documents, plans, Executive Orders and Homeland Security Presidential Directives



(HSPDs). Of particular significance are the National Preparedness Guidelines and its associated work products, including the National Infrastructure Protection Plan and its forthcoming sector-specific plans. The National Preparedness Guidelines provides an all-hazards vision regarding the Nation's four core preparedness objectives: prevent, protect, respond to and recover from terrorist attacks and catastrophic natural disasters.

At the recommendation of the United States Coast Guard (USCG), some ports have been designated a single cluster due to geographic proximity, shared risk and a common waterway. As with other DHS grant programs, applications from these port clusters must be locally-coordinated and include integrated security proposals to use PSGP grant dollars.

The seven port areas, identified below, have been selected as Group I (highest risk) and 41 port areas have been selected as Group II. Each Group I and Group II port area has been designated a specific amount of money for which eligible entities within that port area may apply. Each application submitted must meet the prioritized criteria developed under the Fiscal Year 2007 Supplemental PSGP guidelines. Also, the applications submitted should be for those projects that have been identified in the plan(s) developed by the Area Maritime Security Committees (AMSCs), or their designated subcommittees, in accordance with the FY 2007 Supplemental PSGP funding.

The FY 2007 Supplemental PSGP Guidelines required Tier (Group) I and Tier (Group) II port areas to develop a Port-Wide Risk Management/Mitigation which is to align with and support the port areas' Area Maritime Security Plan (AMSP) and the National Preparedness Guidelines, considering the entire port system strategically as a whole, and to identify and execute a series of actions designed to effectively mitigate risks to the system's maritime critical infrastructure. The following were the goals of the PSGP during 2008:

- Expand the emphasis on port-wide partnerships, regional management of risk, and business continuity/resumption of trade;
- Prioritize port-wide security strategies and actions that address surface, underwater, and land-based threats;
- Target best risk-mitigation strategies achieving sustainable port-wide security and business continuity/resumption of trade planning;
- Provide the basis for aligning specific grant-funded security projects under this and future-year PSGP awards with the broader requirements of the AMSP.

During Fiscal Year 2008, DHS continued to encourage and help coordinate port security planning efforts, such as the AMSPs, with complementary initiatives underway at state and urban area levels. This will also be an important evolution in the focus of the PSGP – from a program that is primarily focused on the security of individual facilities within ports, to a port-wide, risk-management/mitigation and continuity-of operations/ resumption-of-trade program that is fully integrated into the broader regional planning construct that forms the core of the Urban Areas Security Initiative (UASI), as well as applicable statewide initiatives.

On February 1, 2008, the U.S. Department of Homeland Security (US-DHS) announced awards that California received \$69,499,524 million for FY 2008 in Federal Port Security

grant funding.<sup>1</sup> The amount awarded is the result of a combined effort on the part of the state and local port partners. The PSGP provides grant funding to port areas for the protection of critical port infrastructure from terrorism. These funds help ports to enhance risk-management capabilities, domain awareness, training and exercises, and capabilities to prevent, detect, respond to, and recover from attacks involving improvised explosive devices and other non-conventional weapons.

<b>Port Area Groupings</b>	<b>Port Area(s)</b>	<b>Allocation</b>
Group I	Los Angeles-Long Beach	\$38,156,658
	San Francisco Bay Area	\$26,772,907
Group II	San Diego	\$3,049,077
Group III <sup>2</sup>	Port Hueneme	\$645,563
All Other Port Areas <sup>3</sup>	Redwood City	\$850,515
	Monterey Municipal Harbor	\$24,804

The Federal Emergency Management Agency (FEMA) announced in Grant Programs Directorate Information Bulletins 293 and 275 that changes were made to allowable costs. Port grantees were advised that repair and replacement costs of existing equipment are now eligible expenses under the FY 2007, FY 2007 Supplemental, and FY 2008 PGSP awards. Allowable costs include repair and/or replacement of parts or equipment that will be used to support PSGP priorities identified in the Program Guidance.

### **California Port Security Grant Program (PSGP) Funding**

Proposition 1B provides California's ports, harbors, ferryboat and ferry terminal operators with \$100 million dollars in grants. SB 78 (Ducheny, Chapter 172, Statutes of 2007) the Budget Act of 2007, allocated \$40 million of these funds for investments in projects, equipment and planning to enhance the security of California's maritime environment. Funds appropriated for the Fiscal Year (FY) 2008 CPMSGP are \$57 million. Investment Justifications will be reviewed by a Port Review Panel composed of the 11 Port Security Directors. Recommended Projects will be reviewed and approved by the Director of OHS in early 2009.

### **Proposition 1B Port Funding**

<b>Port</b>	<b>2007 Proposition 1B Grant</b>
Humboldt Bay Harbor District	\$586,500
Oakland	\$ 3,800,000
San Francisco	\$3,117,512
Richmond	\$3,404,507
Stockton	\$4,167,080
Redwood City	\$ 451,480
Sacramento	\$1,026,728
Hueneme	\$2,461,848
Los Angeles	\$10,066,000

<sup>1</sup> The national total of \$388.6 million was awarded under the fiscal year (FY) 2008 Port Security Grant Program (PSGP).

<sup>2</sup> San Francisco Bay Area includes: San Francisco, Oakland, Richmond, & Stockton

Long Beach	\$8,368,345
San Diego	\$2,550,000

Eligible activities include, but are not limited to:

- Video surveillance equipment
- Explosives-detection technology, including, but not limited to, X-ray devices
- Cargo scanners
- Radiation monitors
- Thermal-protective equipment
- Site identification instruments capable of providing a fingerprint for a broad inventory of chemical agents
- Other devices capable of detecting weapons of mass destruction using chemical, biological, or other similar substances
- Other security equipment to assist in any of the following:
  - Screening of incoming vessels, trucks, and incoming or outbound cargo
  - Monitoring the physical perimeters of harbors, ports, and ferry terminals
  - Providing or augmenting onsite emergency response capability
- Overweight cargo detection equipment, including, but not limited to, intermodal crane scales and truck weight scales
- Developing disaster-preparedness or emergency-response plans

### **Maritime TLO Program**

As part of continuing efforts to enhance cooperation and collaboration with port partners, OHS continues offering Maritime Terrorism Liaison Officer training courses to law-enforcement personnel whose jurisdictions contain port facilities. The basic, day-long Maritime TLO course received POST and DHS approval and the course continues to be revised to better fit the needs of our port partners. The Information Analysis Division continues to work with the OHS Training Officer to develop content for the Maritime TLO course. The OHS and the Los Angeles Port Police, working with the California Commission on Peace Officer Standards and Training and DHS Federal Law Enforcement Training Center, are in the midst of the formal development of a training program for Port and Maritime Law Enforcement Officers.

### **California Maritime Security Council (CMSC)**

Governor Schwarzenegger has made the protection of California ports a major priority due to the fact that billions of dollars of commerce flow into and out of the ports on a yearly basis. The Director of the Governor's Office of Homeland Security (OHS) has been selected by the Governor to lead the California Maritime Security Council as the chair and to coordinate and collaborate with the various partners to provide guidance for port security.

Governor Schwarzenegger signed Executive Order S-19-06, effective October 12, 2006, creating the CMSC. The Executive Order mandated that the Director of OHS create the CMSC to enhance port security through statewide collaboration and information sharing. California continues to lead in addressing port-security issues. These efforts include the establishment of the CMSC, dedicating additional funding for securing California's ports, and collaborating and sharing information with port-security stakeholders. California's ports are vital not only to the State's economy, but to the Nation's economic health as well. California handles nearly half of all port traffic in the United States.

The CMSC brings together local, state and federal agencies with labor and management to help identify potential threats, improve security measures and communications, conduct training exercises, and develop the California Maritime Security strategy. The CMSC is comprised of top officials from the OHS, USCG, OES, BTH, CANG, CHP, United States Navy (USN), United States Department of Transportation Maritime Administration (DOT), Federal Bureau of Investigation (FBI), United States Department of Homeland Security (DHS), Customs and Border Patrol (CBP) and Immigration and Customs Enforcement (ICE), the California Department of Fish and Game, and other agencies as well as directors of California's ports and representatives from the labor and business communities.

The formation of the CMSC has provided the opportunity to identify areas where coordination will enhance security, emergency response, and communications. The council pursues policies to prevent the occurrence of such a catastrophe and implements processes to mitigate the consequences of a terrorist attack or natural disaster at a port. The California Maritime Security Strategy is aligned with the National Strategy in its focus to prevent terrorist attacks on ports and other maritime infrastructure, protect human capital, mitigate consequences in the event of a disaster and safeguard the oceans.

The OHS is engaged with the three Area Maritime Security Committees (AMSCs) that represent the Bay Area Sector, Central Sector and San Diego Sector.

The specific duties of the CMSC include the following:

- Identifying potential threats, improving security measures, procedures, and communications.
- Coordinating contingency planning, coordinating information sharing.
- Conducting training exercises.
- Developing a statewide maritime security strategy.
- Preparing to quickly recover from a catastrophic event at a California port.

The seven subcommittees of the CMSC are as follows:

- State Maritime Security Strategy
- Legislation and Grants
- Information Sharing
- Science and Technology
- Training and Exercise

- Transportation and Worker Identification Credential (TWIC)
- Recovery and Reconstitution

Coordination with OHS port partners remains the driving force behind the CMSC, and efforts to improve connections to the maritime sector have been successful. The CMSC and Sector AMSCs represent the ongoing coordination and collaboration between OHS and its partners in the maritime sector.

# Defending our Agriculture and Food System

## Overview

On January 30, 2004, the President issued Homeland Security Presidential Directive (HSPD)-9, which calls for defending the Nation's agriculture and food system against terrorist attacks, major disasters, and other emergencies. California is the largest agricultural supplier in the Nation, producing over 50 percent of its fresh fruits and vegetables and 20 percent of its milk supply. Additionally, billions of dollars in agricultural products flow through the State's land, sea and airports annually. These factors combine to make California a particularly inviting target for the intentional contamination of foods in production and processing systems. The impact of an attack on California's food supply would be staggering—both economically and psychologically.

California Department of Food and Agriculture (CDFA) and the California Department of Public Health (CDPH), working with local, state and federal partners and in cooperation with private businesses and organizations, developed a short- and long-term strategy to improve food and agriculture defense in the State. The goal of this strategy is to reduce risks and strengthen the response capabilities during a terrorist attack, major disaster, or other emergency event—such as a disease outbreak.

The food and agriculture defense strategy identifies four broad categories for food and agriculture initiatives: (1) Prevention, (2) Preparedness (3) Emergency Response, and (4) Recovery. Initiatives are developed using an “all-hazards” approach and are evaluated based on risk (vulnerability and consequence) scenarios.

The CDFA and the CDPH have been partnering with private businesses and local, state and federal agencies to develop cohesive strategies to protect food for decades. These efforts were formalized in 2001 through the State Strategic Committee on Terrorism and continue today through the ad hoc interagency Food and Agriculture Defense Steering Committee, which includes regulatory agencies such as CDFA, CDPH, California Environmental Protection Agency (CalEPA), the Office of Homeland Security (OHS), and the Office of Emergency Services (OES). Other committee members include local agricultural commissions and environmental and public health officers. Members of this interagency steering committee set priorities that guide investment efforts of participating agencies.

CDPH, California Department of Food and Agriculture (CDFA), and critical response partners, including FBI, CalEMA, local agriculture commissioners, local environmental health directors, and local health officers, have worked to reduce food system threats through vulnerability studies; specific facility security enhancement projects in the dairy sector; agro-terrorism awareness courses for industry and local responders; enhanced laboratory equipment (e.g., mass spectrometer for CDPH and CDFA food contamination testing and equipment that automates sample preparation increasing capacity and test accuracy); staffing and information management system upgrades; personal protection program for CDFA first responders; statewide and regional food and agricultural emergency operation plans; county level response plan template; response exercises involving federal, state, and local agencies; and rapid alert notification systems development for the agriculture industry.

Additionally, CDPH held a seminar on July 11, 2008 in Tijuana to build the capacity of border health professionals in Baja California and California to detect, investigate, and

report food borne illness outbreaks. CDPH also conducted laboratory training to enhance bi-national laboratory capacity and food borne illness testing. Microbiologists from the Baja California Health Department received the training conducted at the San Diego County Health Department. Additional training seminars are planned for 2009.

## **2008 Goals, Objectives and Accomplishments**

The following summarizes new food and agriculture defense goals, objectives and accomplishments realized during 2008, and are consistent with the 2008 *California Homeland Security Strategy*. These reflect increased activity beyond that supported by on-going investments made to protect the food supply in previous years.

OBJECTIVE 6.1	Protect California's Food Systems and Water Supply for Agriculture and Animal Health
OBJECTIVE 6.2	Enhance Animal Health, Emergency Response and Recovery
OBJECTIVE 6.3	Enhance Animal Evacuation, Care, and Sheltering
OBJECTIVE 6.4	Optimize Laboratory Capacity and Improvement of Food System Information Gathering Networks
OBJECTIVE 6.5	Develop Uniform Standards for Emergency Response to Agro-Terrorism and Food System Disasters
OBJECTIVE 6.6	Ensure Adherence to Existing State and Federal Policies in Recovery Operations in the Agricultural Sector
OBJECTIVE 6.7	Establish Guidelines for Personal Protective Equipment for Animal Disease Outbreak and Procure Identified Equipment
OBJECTIVE 6.8	Establish a Database and Global Positioning System (GPS) to Optimize Response, Limit Spread of Disease, and Protect Public Health, Animal Health, and the Food Supply
OBJECTIVE 6.9	Develop Food and Animal Health Defense Staff Training Programs and Provide Security Training to Management/Personnel
OBJECTIVE 6.10	Develop Retail Food Defense Training Programs in Collaboration with the Retail Food Industry and Law Enforcement
OBJECTIVE 6.11	Further Develop a Mechanism to Identify Vulnerabilities in the Food and Agriculture System
OBJECTIVE 6.12	Continued with Operational Planning and Enhancement of Rapid Notification Systems
OBJECTIVE 6.13	Establish Integrated Regional Response and Recovery Plans to Include Resource Typing and Training

## **Prevention**

### **Goals and Objectives:**

Ongoing efforts to prevent attacks to the food system include conducting agro-terrorism awareness, planning, outreach, and training for producers, processors, distributors, allied industries, and local responders.

### **Accomplishments:**

- The Western Institute for Food Safety & Security (WIFSS), established in 2002 to address emerging threats to the food system, is a training partner of the Governor's Office of Homeland Security and is tasked with the development and delivery of US-DHS certified courses on agroterrorism. WIFSS is developing and delivering training for local, frontline, response teams to strengthen their capability to prevent/mitigate, detect, respond to, and recover from agroterrorism incidents in their communities. The curriculum is comprised of six courses: *Understanding the Dangers of Agroterrorism*; *Principles of Preparedness for Agroterrorism and Food Systems' Disasters*; *Principles of Detection and Diagnosis—Strategies and Technologies*; *Principles of National Incident Management System (NIMS)*, *Team Building and Risk Communication*; *Principles of Frontline Response to Agroterrorism and Food Systems' Disasters*; *Principles of Planning and Implementing Recovery*.
- Improvements in food safety related to leafy greens through the Leafy Green Marketing Agreement (LGMA). The CDPH and CDFA provided technical review of objective measureable standards for those who grow and harvest leafy greens in California.
- Developed and disseminated literature on "who to call" regarding immediate reporting information and "what to look for" concerning credible threats on the food supply. Depending on geographical location, the brochure directs persons to contact one of the four RTTAC's, as well as identifies indicators and warnings that could signify planning for an attack on the agriculture systems and food supply.
- CDFA and OHS continued to participate in agriculture port risk mitigation committees that address concerns at all of California's sea, land and airports. These committees support border operations and interagency communication intended to mitigate risk to California agriculture associated with legal and illegal imports.

### **Preparedness**

OBJECTIVE 6.4	Optimize Laboratory Capacity and Improvement of Food System Information Gathering Networks
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### **Accomplishments:**

- Compiled a prioritized equipment list for the CDFA Chemistry laboratory and California Animal Health and Food Safety Laboratory.
- The California Animal Health and Food Safety Laboratory demonstrated the effectiveness of previous homeland-security investments by assisting CDPH and FDA identify melamine in products imported from China.
- CDPH held a seminar and conducted laboratory training to build the capacity of border health professionals in Baja California and California to detect, investigate, and report food borne illness outbreaks.
- CDPH developed and presented a 1.5-day course in foodborne outbreak investigation for local environmental health departments. Presenters represented CDPH from the Food and Drug Branch, Food and Drug Laboratory Branch, and the Infectious Disease Branch. The pilot course ran in Alameda County in June 2008. Additional courses are scheduled in 2008-09.



- CDPH delivered modules on radiation and bioterrorism in statewide training courses for local responders titled “Working Together for All-Hazards Preparedness Readiness – Chemical, Biological, Radiological/Nuclear, and Explosive Terrorism”.
- CDPH participated in an exercise regarding intentional contamination of a food product, with representatives from FBI, CDFA, CalEMA, local agriculture commissioners, local environmental health directors, and local health officers.
- CDPH exercised issues pertaining to food and radiation safety during the Golden Guardian 2008 exercise.
- CDPH served on the CalEMA Food and Agriculture Defense Steering Committee which focused on improving the defense of California’s food and agriculture systems against terrorist attacks, major disasters, and other emergencies through unified interagency communication, coordination, training, exercise, and development of policies and procedures.
- CDPH surveyed ten local environmental health departments to assess their needs for training in food-borne outbreak investigation.
- CDPH organized a course in agriculture and food vulnerability assessment presented in Salinas through the University of Tennessee and Western Institute for Food Safety and Security (WIFSS).
- CDPH participated with CDFA in selecting a contractor to assist CDFA and CDPH Food and Drug Branch in further developing emergency response plans and tools to be used by the programs and field staff during emergency response activities (e.g., food or agriculture emergency outbreak investigations).

#### **Goals and Objectives:**

Improve food-system reporting process by incorporating food-system issues and staff into current information-gathering networks.

#### **Accomplishments:**

- Nine Critical Infrastructure Protection Assessors throughout the State assist in identifying the consequences, vulnerabilities, and threats faced by the food and agriculture sector. The STTAC analyst - focusing on food and agriculture - provides connectivity between proper stakeholders. This information sharing is accomplished both horizontally across the government and vertically among federal, state and local governments, and private sector.

#### **Goals and Objectives:**

Develop reporting criteria for food and agricultural industries regarding suspicious activities.

#### **2008 Goals and Accomplishments:**

- The OHS trained members of the County Agricultural Commissioners and Sealers Association and the Rural Crime Prevention Task Force as Terrorism Liaison Officers (TLO) to better integrate the food and agriculture sector in homeland-security, information-sharing networks. Within the STTAC and RTTAC operations, the TLO is the local agency point-of-contact for all terrorism-related alerts and suspicious activity reports, requests for information, warnings and other notifications from regional, state or federal homeland-security agencies.
- The OHS established TLO maintenance through regular threat briefings.
- Started the process of populating the Food and Agriculture Sector Criticality Assessment Tool to determine the most critical nodes in the State's food continuum.

## **Emergency Response**

### **Goals and Objectives:**

Develop uniform standards for emergency response to agro-terrorism and food-system disasters. These standards will ensure full implementation of NIMS/SEMS/NRP and the State Emergency Operations Plan.

### **Accomplishments:**

- The Food and Agriculture Defense Steering Committee, facilitated by OHS, is planning and conducted a series of discussion-based exercises on liquid food and crop contamination. First, it focused on improving inter-agency collaboration. State and local agencies with direct regulatory authority relative to food and agriculture developed "first action steps" taken upon notification of an intentional contamination. Second, a follow-up exercise was held to get a fundamental understanding of law enforcement and its role relative to these emergencies. Third, the Committee is planning a public information officer, communications exercise to better coordinate and deliver key messages.
- The CDFA and CDPH have initiated a project that will provide response guidelines for all positions related to emergency support function 11, Food and Agriculture. This product will be consistent with the California State Emergency Plan, the California Standardized Emergency Management System, the National Response Framework, and the National Incident Management System.
- The CDFA and USDA have responded to an incursion of bovine tuberculosis in cattle using the Incident Command System. The response has contained and eliminated known disease, but intensive testing and investigation is expected to continue into 2009.
- Local environmental health officers have initiated a project intended to enhance mutual aide related to food contamination and other environmental-health emergencies.
- CDPH increased food and agriculture emergency response capacity by improving resource leveraging and coordination during local and regional animal disease

response planning efforts such as the Golden Guardian 2008 exercise.

- CDPH enhanced its laboratory response capabilities through continued efforts to develop the capability to receive and triage samples at CDPH's All Hazards Risk Assessment Laboratory (AHRAL) facility, including training staff assigned to AHRAL and developing AHRAL emergency response procedures.

#### **Goals and Objectives:**

Improve interoperability by establishing interagency communication and notification systems.

#### **Accomplishments:**

- The CDFA contracted with 3N to provide rapid-notification service, but further development of communication policy and contact-data management is needed.

### **Recovery**

#### **Goals and Objectives**

Ensure the adherence to state and federal policies for existing waste-disposal guidelines and plans for highest-risk events including mass carcass disposal.

#### **Accomplishments:**

- The CalEPA Integrated Waste management and CDFA co-chaired a carcass disposal working group that included local and state agencies, rendering companies and livestock industry representatives. Communication and processes developed by this collaboration mitigated all carcass disposal emergencies during 2008.
- Studies were initiated by UC Davis to investigate the safety of alternate methods of disposal such as composting.

# Strengthen Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Detection, Response, and Decontamination Capabilities

## Overview

The Schwarzenegger Administration continues its commitment to improving the capabilities of California's first responders to detect, respond to, and decontaminate areas following a chemical, biological, radiological, nuclear, or explosive (CBRNE) device release or attack. Enhanced equipment, training, exercises, and planning greatly improves first responders' safety and capabilities.

The OHS works closely with the State's private-sector partners in critical infrastructure to determine gaps in preventive-detection capabilities and to ensure that training and equipment is provided to all applicable responders in the use of CBRNE preventive detection and decontamination response. Specific projects have seen collaboration and cooperation between OHS and staff from some of California's most prominent sea and airports, and mass-transit sites.

California's public-safety agencies invest in an all-hazards approach to improving response capabilities, and have procured certified and specialized response equipment with federal homeland security grant funds managed by OHS. This equipment includes mobile command posts, specialized air/water vessel equipment, radiological detection equipment, and updated HAZMAT and USAR tools. These investments in CBRNE equipment have provided the State with enhanced nuclear and radiological detection capabilities, and an emergency-response system that reduces local agencies' response times in the event of radiological contamination incidents.

Additional investments will enhance reach-back, allowing first responders with radiation field detection equipment to transmit real-time information to CDPH, for evaluation and analysis. To this end, California is also establishing a statewide laboratory response plan based on interoperable policies and standard operating procedures across all of the State's 58 counties. This plan will ensure that the State maintains adequate response capacity by identifying the resources required to implement the laboratory response plan, and will improve scientific support capabilities during a CBRNE incident. Enhancing reach-back capability to identify the specific source of radiation contamination in a CBRNE event reduces response time, and improves situational awareness across California's first-responder community

Enhancements in CBRNE equipment now also allow first responders to detect the importation, transportation, manufacture, or release of CBRNE agents and materials, enhancing California's ability to prevent the use of weapons of mass destruction (WMD) in the State. As a result of these investments, first responders can now:

- Assess an incident, including testing and identifying all likely hazardous substances onsite.
- Conduct rescue operations to remove affected victims from hazardous environments.
- Conduct geographical surveys of suspected sources of contamination in order to more quickly establish exclusion zones, contain and fully decontaminate the incident site, victims, responders and equipment.
- Restore operations and collect hazardous substances.

As part of its focus on explosive attack deterrence and prevention, OHS continues to work with its federal partners and the Office for Bombing Prevention (OBP) to improve multi-jurisdictional cooperation between law-enforcement agencies. Both IED awareness and counter-IED preparation enhance prevention and response planning efforts, and are an integral part of strengthening CBRNE detection, response and decontamination capabilities from a multi-disciplinary approach.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *State Homeland Security Strategy* associated with strengthening CBRNE response and decontamination capabilities, and OHS' achievements in the field this year.

OBJECTIVE 6.7	Establish Guidelines for Personal Protective Equipment for Animal Disease Outbreak and Procure Identified Equipment
OBJECTIVE 7.2	Strengthen CBRNE Detection, Response and Decontamination Capabilities for a Multidiscipline Response to Terrorism
OBJECTIVE 7.3	Continue and Enhance Existing Collaboration with the US-DHS Office of Science and Technology and the Domestic Office of Nuclear Detection
OBJECTIVE 7.4	Ensure First Responder Community has the Equipment Necessary for Multidiscipline Response in an All Hazards Environment
OBJECTIVE 7.6	Enhance Regional Response Capabilities for Terrorism Events/Institutionalize Terrorism Planning and Multi-Hazard Emergency Planning and Response
OBJECTIVE 7.8	Continue Development of a Statewide Preventive Radiation Nuclear Detection Architecture Concept of Operations With State Partners
OBJECTIVE 8.7	Continued Liaison with FEMA and Other Federal Partners for Weapons Mass Destruction (WMD) / Chemical, Biological, Radiological, Nuclear, Explosives (CBRNE) Training Programs

## **2008 Accomplishments**

- Implemented a broad range of enhancements in planning, organization, equipment, training, and exercises, in an effort to build new and strengthen existing CBRNE detection, response, and decontamination capabilities.
- Acquired, consolidated, and coordinated deployment of explosive countermeasures capabilities, including explosives-detection technologies for high-density venues such as transit systems, sports and special-event venues, and shopping malls.
- Integrated training, exercises and equipment acquisition into all CBRNE capabilities.
- Established the California Preventive Radiological/Nuclear Detection (CA PRND) Working Group, a multi-jurisdictional, multi-disciplinary to develop a statewide concept of operations for a preventive program.
- Continued coordination and collaboration with US-DHS Domestic Nuclear Detection Office (DNDO) including selection for Program Assistance to build the statewide preventive program.

- Continued work on the DHS-DNDO pilot project for Small Vessel Security in the San Diego/Mission Bay area.
- Worked with local jurisdictions to build preventive programs and develop response plans to a potential radiological incident.
- Added to the State's CBRNE prevention, detection and response capabilities.
- Worked with Mass Gatherings and Special Event Venues to introduce CBRNE prevention and detection equipment into their security plans.
- Distributed Emergency Water Quality Sampling Kits to district Drinking Water Program offices statewide and conducted training on the use of these kits.
- Developed a risk communication tool kit for community water systems and conducted statewide training on the use of these kits.
- Strengthened the public-health capacity to protect food, water, and the environment from chemical and radiological contamination. This included training local health departments, the food industry and water utilities in contamination planning, training, response, and recovery operations.
- Provided water-sampling training to local health departments, first responders, and law-enforcement agencies. Maintained emergency sampling kits and materials at strategic locations statewide to respond to threats to the water supply.
- Continued development of CDPH's AHRAL facility. Enhanced the facility's ability to receive and triage hazardous materials, trained staff assigned to AHRAL, developed AHRAL emergency response procedures, and obtained AHRAL supplies and equipment.
- Enhanced laboratory capacity at CDPH, and improved ability to identify chemicals and radiological agents contaminating food, water, and the environment.
- Conducted statewide training courses on SEMS/NIMS and how to design and implement tabletop exercises. Training targeted public-health workers assigned to water systems.

## **Drinking Water Program**

### **Overview**

The California Department of Public Health (CDPH) Drinking Water Program (DWP) developed the January 2008 edition of its Emergency Response Plan and trained all district offices in preparation for the Golden Guardian 2008 (GG08) exercise. The training effort, Golden Guardian 2008 participation, and improvement plan are raising the DWP capacity to interact with partners and address large-scale emergencies.

DWP continues to conduct training and awareness on the Emergency Water Quality Sampling Kits (EWQSKs) and the process and system by which it is deployed. The EWQSKs were prepared with the help of the Sanitation and Radiation Laboratory Branch and were distributed to DWP district offices statewide. The training on the EWQSKs is directed to water-utility staff, Hazmat Units, and first responders including law enforcement, fire service, FBI, California National Guard Civil Support Teams, U.S. Environmental Protection Agency On-Scene Coordinators, and the Department of Toxic Substances Control.

Other water utility organizations are planning and creating their own kits patterned after the CDPH kits. The content of the kits is based on a scenario of intentional contamination of a drinking-water utility facility with an unknown agent. The kits include procedures for transportation of the samples by law enforcement to the Sanitation and Radiation Laboratory Branch for analysis and identification of the unknown substance.

The training discusses fundamentals of a drinking water system, its vulnerabilities, and cases where it has been the target of a malevolent act. The training also describes how the kits are dispatched, who takes the samples, who transports the samples to the Sanitation and Radiation Laboratory Branch, and emphasizes the need for the water utility and DWP staff to work together as a team in compliance with the National Incident Management System (NIMS), Standardized Emergency Management System (SEMS), and Incident Command System (ICS) response structure.

### **Web-CMR/ELR Overview**

Web-CMR/ELR is California's project for a PHIN-compliant electronic, disease-reporting and surveillance system, integrated with electronic laboratory-reporting. The project will improve the efficiency of surveillance activities and the early detection of public-health events through the collection of more complete and timely surveillance information on a statewide basis.

A secure, web-based electronic solution will be implemented for healthcare providers to report cases of conditions of public-health interest; and for laboratories to report notifiable conditions to local health departments and CDPH. This will allow for 24/7/365 reporting and receipt of notifiable conditions. Local health departments and CDPH will have access to disease and laboratory reports in near real-time for disease surveillance, public-health investigation, and case-management activities.

This project addresses four critical problems in the current communicable disease-reporting process in California: 1) Inefficient disease reporting and inefficient local case management; 2) Ineffective methods for collecting and aggregating statewide information on communicable diseases; 3) Decentralized, non-standard and uncoordinated outbreak detection and alerting; and 4) Autonomous and disparate geographical and graphical data analysis methods.

The project will be phased in over three years with implementation first at CDPH, then pilot implementation with three local health departments, followed by a roll-out phase where it is anticipated that the system will be implemented for groups of five local health departments and their corresponding public-health laboratories.

## Goals

The following are the goals from the 2008 *California Homeland Security Strategy* associated with, Strengthening CBRNE Detection, Response, and Decontamination Capabilities, and the CDPH's accomplishments in the field this year.

OBJECTIVE 1	Strengthen Communications Capabilities
OBJECTIVE 2	Strengthen Information Sharing, Collaboration Capabilities and Law Enforcement Investigations
OBJECTIVE 3	Strengthen Medical and Public-Health Preparedness
OBJECTIVE 6	Enhance Agriculture, Food Systems and Animal Health Preparedness
OBJECTIVE 7	Enhanced Catastrophic Incident Planning, Response and Recovery

## Accomplishments

- Trained staff statewide at 13 regional and district locations on the DWP Emergency Response Plan, staff participation on the planning team for the GG08 exercise, and statewide participation in the GG08 exercise.
- Strengthened the public-health capacity to protect food, water, and the environment from chemical and radiological contamination, including training local health departments and the food industry and water utilities in planning, training, responding, and recovering from water contamination events.
- Continue to lead the establishment of the California mutual-aid laboratory network for water security/terrorism response.
- Developed screening methods for identification of unknown chemicals in water supplies.
- Administered yearly proficiency tests for detection and identification of unknown water contaminants.
- Provided training to local health departments, first responders, and law enforcement for sampling water supplies for all hazards and contaminants. Conducted nine classes on the EWQSKs in 2008. In addition, CDPH DWP participated in a full-scale exercise with the EWQSKs and local law and Hazmat Teams. Updated the EWQSK based on participant recommendations during the field exercise.
- Maintained EWQSKs and materials at strategic locations statewide to respond to threats to the water supply.
- Developed a risk communication workbook for California's 8,000 public water systems and conducted over 20 training sessions statewide during the three-year period 2005-2008, including annually at the California Rural Water Association Conference. Trained water-utility and partner-agency staff to prepare them to work with the media and public during a water service emergency.
- Provided two sessions on Spokesperson Training in 2008 for CDPH DWP staff to improve their ability to communicate with the media and public during a crisis.
- Continued to develop the capability to receive and triage hazardous materials at CDPH's All Hazards Risk Assessment Laboratory (AHRAL) facility, including training staff assigned to AHRAL, developing AHRAL emergency response procedures, and obtaining AHRAL supplies and equipment.



- Enhanced laboratory capacity at CDPH to identify chemicals and radiological agents contaminating food, water, and the environment.
- Conducted statewide training courses for the public-water systems on SEMS/NIMS/ICS and how to design and implement tabletop exercises. Conducted eight classes in 2008 for a total of 42 classes for the three-year period (2005-08).
- Continued providing First Responder Awareness Training to CDPH DWP staff to enhance emergency-response capability. Provided four classes in 2008 in addition to the two classes in 2007.
- Continued coordination and collaboration with intelligence organizations such as the different Terrorism Work Groups (TWG), Infrastructure Guardian (INFRAGARD), and the Association of State Drinking Water Administrators (ASDWA) Security Coordinators Group.
- As Terrorism Liaison Officers, received terrorism-related intelligence from various intelligence groups and processed and disseminated such information to staff, water systems, and partners based on need and relevance.
- Entered into a five-year contract with a vendor to configure and deploy the Web CMR/ELR system statewide.

## Urban Search and Rescue (US&R) Task Forces

### **Overview**

The OES strengthened California's existing relationship with the eight California/National Urban and Search and Rescue Task Forces through the introduction of typing standards and program support. Investments in these areas made in 2007 and 2008 have increased the State's capability to coordinate and conduct California US&R response efforts.

FIRESCOPE typing metrics have already been applied to first tier response fire and rescue companies, and OES continued support for this effort with fire and rescue partners at the local level. In support of local-government, single-typed US&R programs, OES continued inspection and typing of additional rescues, ensuring a standardized response package.

The OES also supported the development and expansion of the State's nine existing Regional US&R Task Force (RTF) Programs in each of the State's six Fire and Rescue Mutual Aid Regions.

### **2008 Accomplishments**

The following are OES's accomplishments with US&R Task Forces this year.

- Enhanced local interoperability through support for the existing OES All-Risk Fire Engine Program with Type-3 Light US&R equipment. Currently 97 of the 129 OES engines assigned to local government cooperators included US&R Type-3. This figure is expected to increase.
- Purchased 16 Type-2, and one Type-3 US&R equipped response trailer units and one Type-2 training trailer for use by the nearly complete Prototype & Training Unit.
- Assured that the recipients of the Type-2 and Type-3 US&R Trailers met the minimum training as described in the FIRESCOPE ICS US&R 120-1 Operational System Description. (<http://www.firescope.org/ics-usar/ICS-USR-120-1.pdf> )
- Purchased and assigned 13 emergency-response vehicles and equipment trailers for the Swift/Flood Water Rescue Teams. This will provide a deep-water, port- response capability to the Marin County FD, Stockton FD and Long Beach FD, representing the first significant up-grade for this program in over 10 years.
  - Completed in August of 2008, with eight of the Swift/Flood Water Rescue Caches deployed following Hurricanes Gustav and Ike.
- Provided enhanced interoperability for the California Fire and Rescue Mutual Aid System during all types of disasters
  - Equipped seven of the eight California/National US&R Task Forces with a cache of 80 hand-held radios and 1 mobile communications repeater. There is one cache left to be delivered.
  - Equipped the 13 OES-sponsored Swift/Flood Water Rescue Teams with a cache of 14 hand-held radios.
  - One hand-held radio with new P-25 profile has been provided and delivered for all 129 OES fire engine's and 12 water tenders
  - Replaced/Delivered six of the OES Fire and Rescue Regional hand-held radio caches with new P-25 profile.
- Used federal preparedness funds to prepare for CBRNE events:
  - Provided a new Haz-Mat Response Unit for Fresno City Fire Department

- OES provided funding for a retired annuitant position within the Fire and Rescue Branch to continue the FIREScope typing of the 130+ Haz-Mat Units throughout the State as part of the Metrics Project.

# Assessing and Bolstering Response Capabilities

## **Overview**

The OHS, working in concert with numerous other federal, state and local agencies and organizations, has initiated a resource and capabilities inventory and assessment effort known as the California Metrics Project. This project is part of a nationwide effort to standardize, to the extent possible, the categories of resources most frequently utilized during large-scale events requiring the support of mutual-aid. Standardized typing contributes to more effective and efficient resource management during disaster response.

Resource-typing standardization functions best when as many agencies as possible are involved, and to this end, existing regional and local resource-management projects are integrated to the Metrics Project whenever feasible

## **Process and Progress to Date**

During the initial phase of the project, discipline-specific workgroups were tasked with the review of FEMA's National Incident Management System (NIMS) resource-typing guidelines, and the development of preliminary-typed categories for emergency preparedness and response capabilities not represented in the FEMA typing.

During 2008, the project began direct outreach to Operational Areas across California. Due to the size and complexity of the State, coordinated efforts involving a distributed workflow are crucial to a timely and effective process. Operational Area coordinators are a fundamentally important link between local preparedness and response agencies, and regional and state emergency management. OHS brought the draft typing done by the initial workgroups to nearly half of the 58 Operational Areas in the State, so as to introduce the project and make a request for capabilities inventory data.

To date, outreach efforts have provided the project with very useful information and feedback. In 2009, OHS core goals include:

- Establish typing for resources across all emergency preparedness and response disciplines.
- Identify the key types of resources to be tracked and measured.
- Identify/Develop software systems to maintain the capability data in both database and geospatial forms.
- Develop a system methodology for collecting, entering, validating and updating relevant data.
- Identify a format and methodology to collect, track, and assess the status of plans.
- Coordinate the collection of data from state agencies, local government, and the private sector.

By interfacing directly with local first-responders, OHS has discovered and integrated effective practices across the State to support an institutionalized process for emergency-preparedness and response-capability data management. The project is coordinating with developers of the new Response Information Management System (RIMS) to ensure that capability and resource assessments and maintenance are supported by the new software.

In addition to working with local and regional agencies across the State, the Metrics Project is working with the California National Guard to develop capability typing. The Civil Support Task List Project is an effort to improve efficiency and effectiveness in the process civilian-response organizations use to request and receive support from the National Guard and Department of Defense.

The project has continued to participate in federally-coordinated national efforts to define and integrate resource typing across the United States; working specifically in support of FEMA's Gap Analysis and Target Capabilities Revision projects.

During 2009, the California Metrics Project has the following goals:

- Continued outreach.
- Development and Integration of new capabilities.
- Integration to Regional Catastrophic Planning.
- Integration of Civil Support Task List.
- Selection of software system/Integration to RIMS.
- Review Integration to FEMA Gap and Cost to Capabilities programs.

### **2008 Objectives and Accomplishments**

The following is the objective from the 2008 State Homeland Security strategy associated with metrics, and OHS' accomplishments in the field this year.

OBJECTIVE 5.6	Standardization for Training, Preparedness and Participation to Include Metrics and Resource Typing
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### **2008 Accomplishments**

- Continued progress on resource typing efforts.
- Direct outreach to Operational Area Management.
- Received initial data from Operational Areas.
- Integration of federal and regional capabilities assessment and tracking efforts.
- Received report and analysis of component project with California Polytechnic State University to determine relevant educational and training elements across the emergency preparedness and response disciplines.
- Integrated the efforts of the Metrics Project and the National Guard and Department of Defense.
- Strengthened coordination and cooperation with Regional and Operational Area management in acknowledgement of the crucial role of these entities in ensuring the effectiveness of the project.
- Successfully provided proof of concept for geospatial presentation of Metrics Project data.
- Participated in OHS Investment Justification and Metrics Conference.

# Strengthening the Management of Homeland Security and Public Health Emergency Preparedness Grants

## **Overview**

The Grants Management Division (GMD), formerly known as the Grants Administration Unit, was established in October 2007 to enhance grant program administration and improve customer service in collaboration with homeland-security partners. The GMD provides programmatic technical assistance for homeland-security projects and ensures compliance with federal and state grant-reporting requirements.

The OHS grants management philosophy is to invest in federal and state homeland security projects that enhance risk management, local multi-discipline decision-making, and regional coordination. The GMD is responsible for submitting homeland security grant applications such that federal and state funds are invested wisely and in a timely manner.

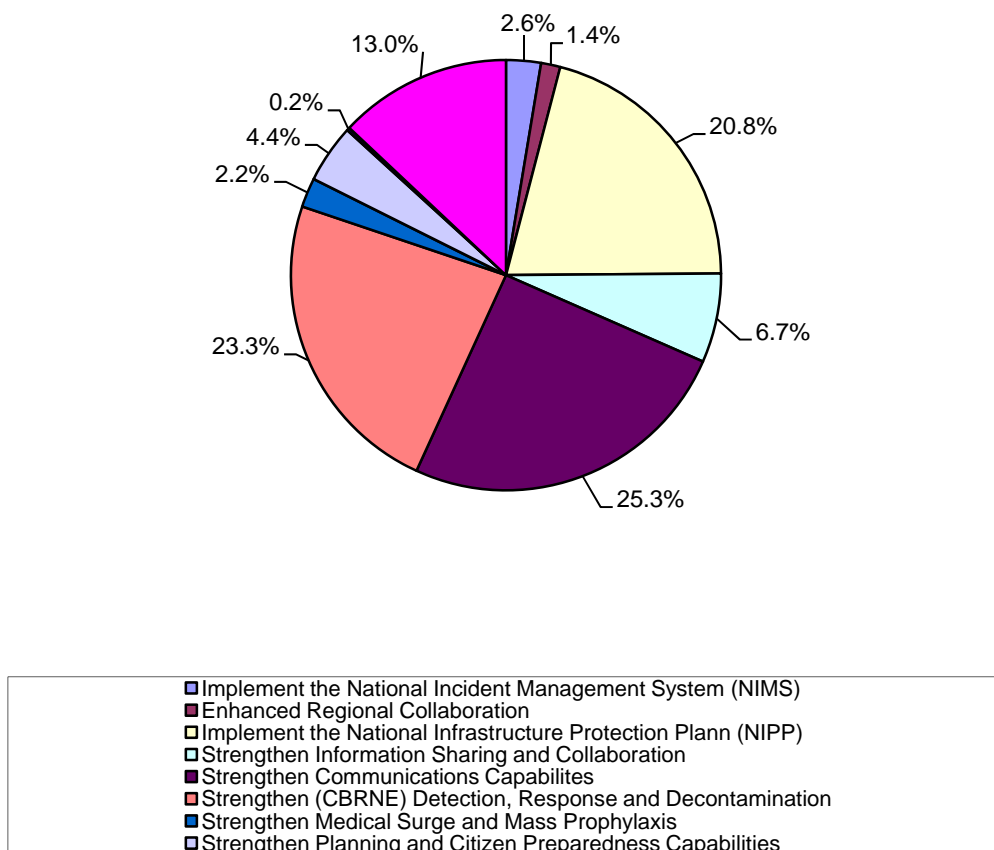
In October 2007, the GMD team was structured into four units: Fiscal and Reporting Unit (F&RU), Homeland Security Grant Unit (HSGU), Transit Security Grant Unit (TSGU), and Infrastructure Protection Grant Unit (IPGU). Collectively, the GMD team conducts over 60 annual grant management workshops, training seminars, conferences, and public hearings statewide to discern local problems of grant recipients and to streamline grant processes. All funds awarded to the State are used for enhancing regional preparedness capabilities and no federal grant funds have gone unallocated.

Building on California's success in Fiscal Year 2008, OHS will again compete for federal homeland security grants in 2009. In preparation for the application process, OHS established multidiscipline investment justification (IJ) regional planning committees to improve regional coordination and grant-funding efficiency. At this year's two-day IJ planning conference in September 2008, OHS brought together over 210 public-safety officials from across the State for determining capabilities to prevent, protect, respond to, and recover from terrorist attacks and natural catastrophic events.

The competitive portion of California's Fiscal Year 2009 Homeland Security Grant Program (HSGP) application is based on existing OHS documentation including the 2008 State Preparedness Report, the 2008 California overall threat assessment, and IJs from state and six federally designated high-risk urban areas. The application process helps determine present capabilities, identify homeland security strengths and weaknesses, and establish how funds will be used to fill gaps in California's preparedness efforts. The DHS reviews application Enhancement and Investment Justification Plans in order to determine allocations of federal preparedness grants. In turn, these plans are used to guide additional homeland security investments throughout the State.

Using the guidance derived from this process, funding for California's homeland security projects was allocated as shown in the graph below

### State Priorities Annual Reimbursements



The GMD also administers a \$1.1 billion portion of grant funds for California from Proposition 1B that was approved by voters in 2006 for transit security and port security enhancements. The four grant programs for Proposition 1B that OHS administers include:

- The California Port and Maritime Security Grant Program (CPMSGP) which is designed for publicly-owned port, harbor, and ferry-terminal improvements.
- The Intercity Passenger Rail/Commuter Rail (IPCR) Systems Grant Program which supports projects sponsored by the Department of Transportation (DOT) - Caltrans Division of Rail, Capitol Corridor Joint Power Authority (CCJPA), Southern California Regional Rail Authority (SCRRA/Metrolink), and Altamont Commuter Express/San Joaquin Regional Rail Commission (ACE/SJRRC).
- The California Transit Assistance Fund (CTAF) which provides funding for safety and security enhancements of transit agencies throughout California that emphasize collaboration amongst various transit agencies in Operational Areas or Mutual Aid Regions.

- The Regional Public Waterborne Transit (RPWT) System which strengthens regional water emergency-transit systems.

The Proposition 1B grant programs support operators of transit systems throughout California in regards to its critical support of capital projects that reduce vulnerabilities, provide protection against security threats, improve passenger safety, and increase the capacity of systems to transport goods and services during catastrophes.

### **OHS Monitoring and Audits**

The OHS Monitoring and Audits Unit (MAU), which began performing monitoring and audit reviews in November 2005, ensures that grant funding is spent appropriately and prevents grant management problems at the local level. The MAU mission is to conduct a full spectrum of program and fiscal monitoring and audit reviews of all OHS subgrantees. The purpose of these reviews is to ensure that subgrantees comply with the application process, provisions of grant agreements, program guidelines, and other applicable federal/state rules and regulations.

The monitoring review process occurs along a continuum from limited scope to comprehensive review. The MAU samples elements of projects to help assess the efficiency and compliance levels of subgrantees' stewardship over federal funds. The MAU provides an independent assessment of subgrantee administrative, programmatic, and fiscal operations. This helps ensure that proper internal controls exist and that records support authorized and allowable expenditures reported. The MAU utilizes the technique of limited scope sampling of subgrantees' administrative, programmatic and fiscal accounting records to conduct project analyses of claimed expenditures in order to assess the rationale, reasonableness, and support of California's Homeland Security Strategies.

The monitoring review requires thorough preparation, follow-up, and documentation to be completed by OHS Program Monitors and is circulated through appropriate OHS channels. If deemed appropriate, a Corrective Action Plan (CAP) is required of subgrantees to ameliorate any local administrative and management oversights. The completion of any and all required corrective action plans is a prerequisite to official subgrantee close-out of funded projects by the Grants Management Division.

The MAU also reviews Single Audit Reports (SAR) from entities awarded OHS grants. The OHS subgrantees expend federally-awarded funds, and as such, are required to submit a SAR to the State Controllers Office by March 31st of each year, which includes the entity's financial statements and assessment of their internal control systems for required standard financial management practices. Also included in the SAR is a Schedule of Expenditure of federal awards for audit review. This type of audit review complements the monitoring process by ensuring effective stewardship of federal dollars awarded to subgrantees. All findings noted during this review require the subgrantee to submit CAP documentation for review and approval by the state.

### **Homeland Security Grant Programs**

#### **FY 2008 Homeland Security Grant Program (HSGP)**



The State of California received \$260,823,974 in FY 2008 State Homeland Security Grant Program (HSGP) funding. Four programs make up the state's award which OHS administers:

- State Homeland Security Program (SHSP)
- Urban Areas Security Initiative Grant Program (UASI)
- Metropolitan Medical Response System (MMRS)
- Citizen Corps Program (CCP)

### **FY 2006-2008 Transit Security Grant Program (TSGP)**

The Transit Security Grant Program provides grant funds to address security and preparedness enhancements for transit and ferry systems throughout Northern and Southern California.

The TSGP reflects the intent of federal legislation to create a sustainable progression towards the enhanced protection of critical infrastructure in transit systems from terrorism and natural disaster, especially manmade and non-conventional threats.

The FY 2006 TSGP was awarded \$13,439,897 on September 29, 2008, which was allocated to transit operators throughout California for the continued support of national preparedness goals and associated national priorities. Local transit agency recipients include the following:

San Francisco Bay Area Rapid Transit District (BART)  
Alameda Contra Costa Transit District (ACCTD - AC Transit)  
Central Contra Costa Transit Authority (CCCTA)  
Los Angeles County Metropolitan Transit Authority (LA MTA)  
Southern California Regional Rail Authority (SCRRA)  
Orange County Transportation Authority (OCTA)  
Sacramento Regional Transit District (SRTD)  
San Diego Metropolitan Transit System (MTS) - Rail  
San Diego Metropolitan Transit System (MTS) - Bus  
Golden Gate Bridge, Highway & Transportation District (GGB)  
San Francisco Municipal Railway (SF MUNI - Rail)  
San Francisco Municipal Railway (SF MUNI - Bus)  
Peninsula Corridor Joint Powers Board (PCJPB - Cal Train)  
San Mateo County Transit District (PCJPB - Sam Trans)  
Santa Clara Valley Transit Authority (VTA)  
City of Vallejo - Transit Authority (Vallejo TA)

The FY 2007 TSGP (Base) award of \$20,934,801 was announced August 09, 2008; the FY 2007 TSGP (Supplemental) award of \$14,639,639 was announced September 30, 2007. Both base and supplemental grant funds were allocated to local transit operators throughout the state:

San Francisco Bay Area Rapid Transit District (BART)  
Alameda Contra Costa Transit District (ACCTD - AC Transit)  
Central Contra Costa Transit Authority (CCCTA)  
Santa Monica Big Blue Bus (BBB)  
Los Angeles County Metropolitan Transit Authority (LA MTA)

Foothill Transit System (FTS)  
Los Angeles County Sheriff's Department (LAC - Sheriff's Dept)  
Southern California Regional Rail Authority (SCRRA)  
Catalina Channel Express Inc. (Greater Los Angeles Area)  
Los Angeles Department of Transportation  
Orange County Transportation Authority (OCTA)  
Orange County Sheriff's Department (OC - Sheriff's Dept)  
Sacramento Regional Transit District (SRTD)  
San Diego MTS - Rail (SD MTS - Rail & Bus)  
San Diego MTS - Bus (SD MTS - Rail)  
Golden Gate Bridge, Highway & Transportation District (GGB)  
San Francisco Municipal Railway (SF MUNI - Rail)  
San Francisco Municipal Railway (SF MUNI - Bus)  
San Joaquin Regional Rail Commission (SJRRRC / ACE)  
San Mateo County Transit District (PCJPB - Sam Trans)  
Peninsula Corridor Joint Powers Board (PCJPB - Cal Train)  
Santa Clara Valley Transit Authority (VTA)  
City of Vallejo - Transit Authority (Vallejo TA)  
Long Beach Transit Authority (Long Beach TA)

The FY 2008 TSGP award of \$41,199,791 was announced July 24, 2008. Grant funding was allocated to local transit agency recipients in the following locations:

San Francisco Bay Area  
Los Angeles Area  
Sacramento Area  
San Diego Area

#### **FY 2008 Buffer Zone Protection Program (BZPP)**

The Buffer Zone Protection Program (BZPP) provides grant funding to build security and risk-management capabilities at state and local levels for critical infrastructure sites including nuclear and electric power plants, dams, stadiums, and other high-risk/high consequence facilities. California received an allocation of \$7,379,000 in FY 2008.

#### **FY 2008 Public Safety Interoperable Communication (PSIC) Grant Program**

Public Safety Interoperable Communications (PSIC) funding is used to bolster regional technology capabilities for a software solution to establish an integrated statewide interoperable communications system. In FY 08, California received an award of \$94,034,510.

#### **FY 2008 Urban Areas Security Initiative/Nonprofit Security Grant Program (NSGP)**

The Non-Profit Security Grant Program (NSGP) provides funding for target-hardening activities to protect 501(C) (3) nonprofit organizations at high risk of international terrorist attack. While this funding is provided specifically to high-risk nonprofit organizations, the program seeks to integrate nonprofit preparedness activities with broader state and local preparedness efforts. The NSGP is also designed to enhance coordination and collaboration for emergency preparedness activities amongst public and private community representatives. California received an FY 2008 award amount of \$4,089,011.

### **FY 2008 Regional Catastrophic Preparedness Grant Program (RCPGP)**

The Regional Catastrophic Preparedness Grant Program (RCPGP) is intended to enhance regional preparedness and continuity of operations efforts against risks associated with catastrophic events. The RCPGP centers on highest risk Urban Areas and surrounding regions where its impact will have the most significant effect on collective security and resilience. Each site eligible for participation in the RCPGP includes a collection of jurisdictions that must work collaboratively to fulfill program requirements. The FY 2008 amount awarded to California is \$13,500,000.

### **FY 2008 Interoperable Emergency Communications Grant Program (IECGP)**

The Interoperable Emergency Communications Grant Program (IECGP) provides governance, planning, training and exercise, and equipment funding to states, territories, and local and tribal governments for carrying out initiatives to improve interoperable emergency communications in collective response to natural disasters, acts of terrorism, and other manmade disasters. California received an award of \$6,107,351 for FY 2008.

### **FY 2008 Operation Stonegarden Grant Program (OPSG)**

On February 1, 2008, California and all land-border states received the program guidance and application kit for FY 2008 OPSG funding from US-DHS. California was awarded \$7,650,000 to the following entities:

- Imperial County (\$2,070,000)
- San Diego County Sheriff's Department (\$5,580,000)

### **FY 2007 and 2008 California Port and Maritime Security Grant Program (CPMSGP)**

The Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006 (the Act), approved by voters as Proposition 1B on November 7, 2006, authorizes the issuance of \$19,925,000,000 in general obligation bonds for specified purposes, including grants for port-security projects. The Act makes available \$100 million, upon appropriation, for OHS to allocate as grants for port, harbor, and ferry-terminal improvements. For FY 2008 CPMSGP, \$57 million was made available to California's public ports, harbors, ferryboat, and ferry-terminal operators. On October 10, 2008, the SAA released FY 2008 CPMSGP Program Guidelines and Application Kit.

Eligible applicants include:

#### Tier 1

- Port of Oakland
- Port of Richmond
- Port of San Francisco
- Port of Stockton
- Port of Long Beach
- Port of Los Angeles

#### Tier III

Port of Hueneme  
Port of San Diego

Port of Sacramento  
Port of Humboldt Bay Harbor Recreation and Conservation District  
Port of Redwood City

### **FY 2008 Infrastructure Protection Program, Port Security Grant Program (IPP/PSGP)**

On February 1, 2008, US-DHS announced awards for FY08 IPP/PSGP that total \$388.6 million. The IPP/PSGP provides grant funding to port areas for protecting critical port infrastructure from terrorism. These funds help ports to enhance risk-management capabilities, domain awareness, training and exercises, and capabilities to prevent, detect, respond to, and recover from attacks involving improvised explosive devices and other non-conventional weapons.

<b><u>Port Area Groupings</u></b>	<b><u>Port Area(s)</u></b>	<b><u>Allocation</u></b>
Group I	Los Angeles-Long Beach	\$38,156,658
	San Francisco Bay Area <sup>[1]</sup>	\$26,772,907
Group II	San Diego	\$3,049,077
Group III <sup>4[1]</sup>	Port Hueneme	\$645,563
All Other Port Areas	Redwood City	\$850,515
	Monterey Municipal Harbor	\$24,804

### **Assistance to Firefighter Grants (AFG)**

The AFG is administered by US-DHS, in cooperation with U.S. Fire Administration, and directly awards funds to meet firefighting and emergency-response needs of fire departments and nonaffiliated emergency, medical-services organizations. In California, 148 local fire departments received AFG awards which has helped firefighters and other first responders to obtain critically-needed equipment, protective gear, emergency vehicles, training, and other resources needed to protect the public and emergency personnel from fire and related hazards. In 2008, California received 20 AFG grant awards for an award total of \$4,365,284 according to AFG's website.

### **Commercial Equipment Direct Assistance Program (CEDAP)**

The CEDAP complements FEMA National Preparedness Directorate's other major grant programs to enhance regional response capabilities, mutual aid, and interoperable communications by providing technology and equipment, with required training and technical assistance, to public-safety agencies in smaller jurisdictions and certain metropolitan areas. Eligibility is limited to law-enforcement agencies, fire, and other emergency-responder organizations with specific financial and capability needs.

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<sup>4[1]</sup> San Francisco Bay Area includes: San Francisco, Oakland, Richmond, & Stockton

The CEDAP 2008 encompasses five training and equipment categories: (1) extrication devices, (2) thermal imaging, night vision and video surveillance tools, (3) chemical, biological and radiological detection tools, (4) information technology and risk-management tools, and (5) vehicle-tracking tools. The CEDAP is a direct-assistance program, not a grant program, and FEMA provides equipment and technical assistance directly to jurisdictions selected. This means CEDAP awards are not monetary awards; applicants select one item from a menu of available equipment choices and successful applicants receive the item specified in the application. In 2008, 33 applicants in California were selected for direct assistance totaling \$496,375.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with grants management, and OHS' accomplishments in this field.

OBJECTIVE 4.1	Enhance Transportation Security to include Airport, Mass Transit, and Maritime Critical Infrastructure Systems
OBJECTIVE 4.2	Enhance Protection of other Critical Infrastructure Sectors and Key Resources consistent with the National Infrastructure Protection Plan (Tier I and Tier II critical infrastructure sites)
OBJECTIVE 8.1	Enhance Statewide Training and Exercise Programs Across all Mission Areas Within California
OBJECTIVE 8.8	Continue to Evolve Training Programs to Meet Demands and Challenges in a Changing Environment
OBJECTIVE 8.15	Improve Tracking and Accountability for Training Activities

- California received significant increases in federal funding to enhance port security and transit security in FY 2008. Port-security funding increased to \$65 million, up from \$32 million last year. Transit-security funding increased to \$41 million, up from \$35 million the previous year.
- Riverside Metropolitan Statistical Area, which includes the cities of Ontario, San Bernardino and Riverside, was identified as a newly-eligible applicant in the Urban Area Security Initiative (UASI) program and was awarded \$3.2 million for FY 2008.
- The FY 2008 Homeland Security Grant Program application was successfully submitted. During the third year with a competitive component, California again received twice the funding of any other state except New York which received approximately \$36 million less. California received an award of \$18 million more than the previous year.
- The GMD hosted over 60 annual grant-management workshops, training seminars, peer-review conferences, advisory meetings, and public hearings throughout California. Such events promote OHS/subgrantee collaboration while offering essential training to subgrantees on grant writing, application, management, reporting, and fiscal documentation.
- Conducted Biannual Strategy Implementation Report (BSIR)/Fiscal Management Workshop Workshops in January, July, and December 2008 to assist subgrantees with federal and state grant reporting requirements.

- Brought together 210 public-safety officials to discuss FY 2009 Investment Justifications at the Strategy, Planning and Metrics Conference on September 2-3, 2008.
- The Infrastructure Protection Grant Unit (IPGU) was very active in holding workshops for subgrantees and subjects including UASI/NSGP application workshops in Mather, Berkeley, Los Angeles, and San Diego. Financial Management Forms Workbook workshops were also held for the UASI/NSGP subgrantees in Berkeley and Glendale. The PSIC workshops were held in Chico and Eureka.
- Strategy meetings were attended by members of the IPGU for the RCPGP in March, the CPGSGP in June, and the OPSG in September. The IPGU hosted three Peer Reviews in Sacramento. The CPMSGP peer review was in February, the RCPGP peer review was in April, and the UASI NSGP peer review was in April.
- In June, the HSGU hosted Homeland Security Subgrantee Application Training Workshops in San Diego, Dublin, Glendale, Sacramento, Redding, and Clovis.
- The MAU provided regional training workshops at multiple locations throughout the State, OHS conferences, and to specified large groups, providing detailed technical assistance to subgrantees before, during, and after the monitoring and audit review process.
- Developed and implemented a Monitoring Review Template for validating compliance levels of grant funds obligated and expended in planning, equipment, training, and exercise. The Template has helped the MAU to play a significant role in the validation of critical areas in programmatic, administrative, and fiscal operations, thereby demonstrating that subgrantees are striving to meet and comply with all applicable federal and state rules and regulations.
- The MAU completed a 100% reduction in a backlog of over 456 individual projects for grant years FY01, FY02, FY03 Part I, FY03 Part II, and FY04. This reduction in backlog cases, during the past year, has played a vital role in the State's overall readiness, accountability, and emergency preparedness. In turn, the MAU has begun monitoring grant years FY05, FY06, and FY07. Conducted monitoring reviews on 130 of 130 subgrantees (100%).
- Completed MAU standards handbook (monitoring tool) to assist subgrantee project management. Continue to develop performance evaluation measures and improved monitoring tools for streamlining the process to assist subgrantees in achieving compliance.
- The MAU established a useful website for subgrantees with best practices recommendations for grant administration, programmatic documentation, fiscal records, equipment inventory, and property management
- The GMD processed over \$600,000,000 in reimbursement requests to local jurisdictions for various homeland security projects related to planning, organization, equipment, training, exercises, and management and administration. Increased efficiency and timely draw-down of grant funds from the Federal Treasury and, in turn, timely project reimbursement to subgrantees.
- The GMD submitted Final FY 2004 Closeout in Grants Reporting Tool (GRT) while accounting for entire \$317,129,927 awarded to California.

- The GMD successfully submitted the FY2008 Initial Strategy Implementation Plan (ISIP) which specifies planned expenditures within 45 days of newly-awarded federal grants.

## Federal Health and Human Services Grant Program

### **Pandemic and All-Hazards Preparedness Act**

In December 2006, the federal Pandemic and All-Hazards Preparedness Act (PAHPA) was enacted. This legislation led to the most significant changes in federal public-health, emergency-preparedness structure since 9/11, including:

- Codified the federal Department of Health and Human Services (HHS) as the lead on federal response to public-health emergencies.
- Established the position of Assistant Secretary of Preparedness and Response (ASPR) in the office of the Secretary of HHS to oversee all emergency-preparedness activities related to healthcare services, public health, mental health, fatality management, and veterinary services.
- Starting in 2009, requires the Secretary of HHS to issue a National Health Security plan, including an evaluation of progress in preparedness made by federal, state, local and tribal entities.
- Moved the National Hospital Bioterrorism Preparedness Program from HRSA to ASPR and renamed it the Hospital Preparedness Cooperative Agreement Program.
- Requires states to maintain state funding for public-health emergency preparedness.
- Beginning in 2008, requires states to match a percentage of the federal grant funds awarded by HHS through the CDC and HPP programs.
- Beginning in 2009, requires the Secretary of HHS to withhold funds from states that have failed to substantially meet benchmarks and performance measures.
- Authorizes the Secretary, HHS to establish maximum carryover amounts each fiscal year and penalize states that exceed the maximum.

Implementation of PAHPA led to Federal delays in issuing guidance for the 2007-08 grant year. The CDC grant guidance soliciting applications from states was not issued until September 21, 2007, nearly a month after the start of the grant year. California did not receive the official grant award for the full year until December 3, 2007. These delays have been coupled with a grant term that has been shortened by 5 percent: the current CDC grant term is August 31, 2007 – August 9, 2008 and the current HPP grant term is September 1, 2007 – August 8, 2008.

### **CDPH Grant Program Overview**

The CDPH receives federal funds through cooperative agreements with CDC and ASPR in the federal HHS. The CDC Public Health Emergency Preparedness grant provides funds for CDPH and local health departments to address threats that impact the public health of California residents. The ASPR's HPP grant provides funding for hospitals, long term care facilities, clinics, and emergency medical-services agencies to support preparedness for response. The CDPH grants from CDC and HPP fund 57 of California's 58 counties; Los Angeles County receives its funds directly from both CDC and ASPR. Of California's 61 local health departments, CDPH provides funds to 58 and Los Angeles County funds three.



The CDPH works in collaboration with EMSA to achieve the goals of the HPP grant. The EMSA's mission is to ensure quality patient care by administering an effective statewide system of coordinated emergency medical care, injury prevention, and disaster medical response.

Continuing a trend of declining funds that has been in effect since 2003-04, federal grant funds available to CDPH decreased approximately 21 percent from 2007-08 to 2008-09. The primary reason for this decrease was the elimination of one-time pandemic influenza preparedness funding after 2007-08.

Enactment of the Pandemic and All Hazards Preparedness (PAHPA) Act in 2006 introduced requirements for states to maintain state funding levels for public-health emergency preparedness (Maintenance of Funding). Additionally, PAHPA requires states to match a percentage of the federal grant funds awarded through the CDC and HPP programs. Maintenance of Funding was implemented in HPP grant in 2007-08 and in the CDC grant in 2008-09; California documented that it met this requirement in both years. The match requirement is scheduled to be implemented in 2009-10. Federal guidance on match requirements has not yet been issued and states have challenged the complexity of the dual requirements of Maintenance of Funding and matching.

The CDPH has had regional project managers in place since 2004 to monitor and provide technical assistance to local health departments on public-health emergency planning and response. The regional project managers have comprehensive responsibilities for all public-health, emergency-preparedness functions and all funding streams to local health departments.

Under the CDC grant, CDPH allocates 70 percent of its grant funds to local health departments to carry out public health emergency planning activities at the local level. Under the HPP grant, each county determines a lead entity to serve as county coordinator for HPP funded activities. The CDC and HPP cooperative agreement funds have enabled California to improve its capacity to provide core public-health activities such as planning for public-health emergency response and recovery; laboratory testing; and surveillance and epidemiology.

In 2008, timely guidance from CDC and ASPR enabled CDPH to issue a single comprehensive application guidance and agreement to local health departments and local HPP entities. This comprehensive agreement included funding streams from CDC, HPP, and General funds. Additionally, CDPH and local health department leadership agreed on key dates for processing local applications. By adhering to scheduled deadlines, all local applications were fully approved by December 30, 2008.

State statute requires an audit of each local health department's use of federal public-health, emergency-preparedness funds every three years. Through interagency agreement, DHCS conducts these audits for CDPH. Completed audits are posted on the DHCS website: [http://www.dhcs.ca.gov/dataandstats/reports/Pages/AI\\_A-Z\\_Other.aspx](http://www.dhcs.ca.gov/dataandstats/reports/Pages/AI_A-Z_Other.aspx)

### **CDC Public Health Emergency Preparedness Priorities**

Since the inception of the CDC Public Health Emergency Preparedness grant program, it has remained consistent in the purpose of supporting state and local health departments.

The CDPH allocates 70 percent of its base grant to local health departments and provides each local health department with a base amount of \$100,000 plus an amount equal to its proportional share of the California population. The CDC issues guidance each year indicating the activities that states must follow as a condition of receiving this grant. The CDPH in turn issues guidance to local health departments and requires that they submit work plans and budgets that indicate how local allocations will be spent.

The CDC guidance addresses outcome oriented goals that all state and local health departments must meet:

Prevent:

1. Increase the use and development of interventions known to prevent human illness from chemical, biological radiological agents, and naturally-occurring health threats.
2. Decrease the time needed to classify health events as terrorism or naturally-occurring in partnership with other agencies.

Detect/Report:

3. Decrease the time needed to detect and report chemical, biological, radiological agents in tissue, food or environmental samples that cause threats to the public's health.
4. Improve the timeliness and accuracy of information regarding threats to the public's health as reported by clinicians and through electronic early-events detection, in real time, to those who need to know.

Investigate:

5. Decrease the time to identify causes, risk factors, and appropriate interventions for those affected by threats to the public's health.

Control:

6. Decrease the time needed to provide countermeasures and health guidance to those affected by threats to the public's health.

Recover:

7. Decrease the time needed to restore health services and environmental safety to present levels.
8. Increase the long-term follow-up provided to those affected by threats to the public's health.

Improve:

9. Decrease the time needed to implement recommendations from after-action reports following threats to the public's health.

In addition, CDC requires states to identify and focus on priority projects that move the state's preparedness levels forward. For 2008-09, California has identified the following priority projects:

- Establish and implement strategies to prioritize and distribute vaccine and antivirals during a pandemic influenza.
- Enhance preparedness of CDPH's VRDL for a pandemic influenza.
- Implement the Web-CMR/Electronic Laboratory Reporting automated system for disease reporting.
- Conduct exercises for pandemic influenza.
- Monitor local health department preparedness to implement SNS and CRI.
- Update operational plans to address response planning needs within CDPH.

In 2008-09, CDC continued to earmark public-health, emergency-preparedness grant funds for specific purposes, including Level 1 Chemistry laboratories, CRI, and EWIDS. Approximately 17 percent of CDC grants awarded to California were earmarked for these three purposes. In prior years, CDC earmarked funds for pandemic influenza preparedness and the Real Time Disease Detection program which supported poison control programs. Neither activity received earmarked funds in 2008-09.

#### Level One Chemical Laboratory

The CDC allocates funds for CDPH to maintain a state-of-the-art chemistry laboratory to test for bioterrorism agents and other toxic chemicals in human samples. Only ten states in the Nation receive funds to support laboratories to test for chemicals in human samples and CDPH is the only state health department on the West Coast with this capacity.

#### Early Warning Infectious Disease Surveillance (EWIDS)

The aim of the EWIDS project is to enhance coordination among neighboring states along the U.S.-Mexico and U.S.-Canada borders. These funds are intended strictly for the support of surveillance and epidemiology-related activities to address bioterrorism and other outbreaks of infectious diseases. The CDPH coordinates EWIDS activities with local health officials and health professionals, the Mexican government, and state health departments in Texas, New Mexico, and Arizona. Specifically these funds are used to improve early warning of infectious diseases, strengthen cross-border capacity for detecting, reporting, and prompt investigation of disease outbreaks, exploring mechanisms for interoperable systems for data sharing, and developing a public health workforce to undertake these activities.

#### Cities Readiness Initiative (CRI)

In 2004, CDC initiated the CRI program which is directed at providing antibiotics to the entire population of an urban area within 48 hours of detection of an aerosolized anthrax attack. Local health departments in the largest urban areas in the United States received CRI funding; in California, this includes local health departments in 17 counties—San Francisco, Marin, San Mateo, Alameda, Contra Costa, Riverside, San Bernardino, Santa Clara, San Benito, Sacramento, Yolo, Placer, El Dorado, San Diego, Fresno, Los Angeles and Orange, as well as the City of Berkeley.

### **CDC Funding to CDPH**

The following chart shows the CDC grant award to CDPH since the inception of the program in 1999.

<b>CDC COOPERATIVE AGREEMENT</b>									
Funding Year	Available Funding Including Carryover	Base State Ops Including Cities Readiness Initiative (CRI)	Base Local Assistance Including Cities Readiness Initiative (CRI)	Early Warning Infectious Disease (EWIDS)	Level 1 Chemical Lab	SNS	Pan Flu State Ops	Real Time Disease Detection	Pan Flu Local Assistance
*2008-09	\$69,464,531	\$21,285,776	\$39,335,815	\$1,200,143	\$1,096,486	\$ 0	\$2,439,311	\$2,207,000	\$1,900,000
**2007-08	\$79,414,366	\$17,500,606	\$38,099,469	\$2,954,873	\$4,337,954	\$0	\$5,018,773	\$2,207,070	\$9,295,621
2006-07	\$71,573,462	\$13,739,290	\$37,390,095	\$1,463,654	\$1,348,256	\$0	\$0	\$0	\$17,632,167

2005-06	\$69,383,327	\$17,821,539	\$42,057,015	\$1,537,683	\$1,243,883	\$0	\$2,216,958	\$0	\$4,506,249
2004-05	\$68,819,980	\$20,526,355	\$44,652,250	\$1,429,078	\$0	\$2,212,297	\$0	\$0	\$0
2003-04	\$64,188,420	\$14,340,106	\$44,328,559	\$0	\$0	\$5,519,755	\$0	\$0	\$0
2001-03	\$61,674,866	\$24,031,654	\$37,643,212	\$0	\$0	\$0	\$0	\$0	\$0
1999-00	\$1,753,818	\$1,753,818	\$0	\$0	\$0	\$0	\$0	\$0	\$0

\* 2008-09 per revised NGA, award of \$54,253,506 plus \$15,211,025 carryover.

\*\* 2007-08 per revised NGA, award of \$65,168,139 plus \$14,246,227 carryover.

## **HPP Cooperative Agreement Priorities**

The HPP cooperative agreements administered by CDPH support 57 counties, Los Angeles excluded. As with the CDC public health emergency preparedness grant, the Los Angeles County Department of Public Health separately receives direct funding under the HPP cooperative agreement grant to assist hospitals and other healthcare providers located in Los Angeles County.

Each HPP grantee must spend a significant portion of the direct costs of the cooperative agreement to support local activities. The CDPH provides a base amount of \$135,000 plus an amount equal to its proportional share of the California population to each county.

The HPP issues guidance each year indicating the activities that states must follow as a condition of receiving this grant. The CDPH follows the HPP guidance in issuing guidance to local entities, requesting a work plan and budget that indicate how local allocations will be spent. Local HPP activities are directed by local planning groups comprised of hospitals, clinics, the emergency medical-services agency, the local health department and other local governmental agencies, and the local hospital council. The health department has the option of serving as the local entity administering the HPP grant. Alternately, the local HPP planning group can designate the local emergency medical-services agency, hospital council, a healthcare facility, or other organization to serve as the local entity.

Throughout the years, the HPP requirements for states and local entities underwent major changes to reflect shifting federal priorities. From 2002- 2005, HPP required California to address critical benchmarks within six priority areas. The priority areas were:

Priority Area 1: Administration: Financial Accountability

Priority Area 2: Regional surge capacity for the care of adult and pediatric victims of terrorism and other public-health emergencies

Priority Area 3: Emergency medical services triage, transportation, and patient tracking

Priority Area 4: Linkages between hospital laboratories and local health department laboratories

Priority Area 5: Education and Preparedness Training for pre-hospital, hospital, and outpatient healthcare personnel

Priority Area 6: Terrorism Preparedness Exercises involving hospitals and State and LHDs

In 2006-07, HPP redirected grant requirements to a six-tiered response structure intended to facilitate the movement of resources, people and services to respond to a healthcare emergency and enhance overall response capabilities.

SIX TIER STRUCTURE	
Tier 1	Management of Individual Healthcare Assets
Tier 2	Management of Healthcare Coalition
Tier 3	Jurisdiction Incident Management (integration of healthcare facilities with fire/EMS, law enforcement, emergency management, public health, public works and other traditional response agencies.
Tier 4	Management of State Response and Coordination of Intrastate Jurisdictions
Tier 5	Interstate Regional Management Coordination
Tier 6	Federal Management Coordination

In 2007-2008, HPP requirements shifted to focus on building healthcare surge capability through associated planning, personnel, equipment, training, and exercise capabilities at the state and local levels. In doing so, HPP moved from the Tier approach used in 2006-2007 to meeting a capabilities structure that required states to build working plans and dedicate funding around basic overarching requirements and two levels of priorities, the first of which, Level-One, had to be met first before funding could be subsequently allocated for other activities.

In 2008-2009, HPP introduced a new Level-One capability requiring the development of partnerships/coalitions including state, city entities, hospitals and local healthcare facilities to promote unified management of healthcare during a public-health emergency, integration of communication and jurisdictional command.

To meet this requirement, CDPH provided personnel funding for California's 31 local emergency medical services agencies (LEMSAs) to coordinate disaster planning and response activities including completing a baseline assessment and developing integrated response plans with local coalition partners. The capabilities structure is shown below:

CAPABILITIES		
Level 1 ( <i>required</i> )	Level 2 ( <i>must meet all of Level 1 first</i> )	Overarching
Interoperable Communications Systems	Alternate Care Sites	NIMS
Bed Tracking Systems	Mobile Medical Assets	Education and Preparedness Training
ESAR-VHP	Pharmaceutical Caches	Exercises, Evaluations & Corrective Actions
Fatality Management Plans	Personal Protective Equipment	
Hospital Evacuation Plans	Decontamination	
Partnership/Coalition Development		

## **Capabilities**

In addition to the above capabilities, states are required to develop an exercise plan that must include at least one functional exercise.

## **HPP Funding to CDPH**

The following chart shows the HPP grant awards to CDPH since the inception of the program in 2002.

HPP COOPERATIVE AGREEMENT			
Funding Year	Total Funding	State Operations	Local Assistance
2008-09	\$32,625,884	\$14,064,674	\$18,561,210
2007-08	\$34,106,620	\$18,401,620	\$15,705,000
2006-07**	\$43,808,237	\$15,690,169	\$28,118,068
2005-06	\$39,203,268	\$12,439,858	\$26,763,410
2004-05	\$38,973,726	\$7,505,524	\$31,468,202
2003-04	\$39,861,526	\$12,089,422	\$27,772,104
2002-03*	\$9,001,000	\$9,001,000	\$0

\*\*\$38,325,286 HPP base funding plus \$5,482,951 in one-time HPP Pan Flu supplemental funding. HHS granted an extension on the HPP one-time Pan Flu through 8/31/09.

# Continuity of Operations (COOP) and Continuity of Government (COG)

## OVERVIEW

The California Government Code and the State Constitution provide authority for the continuity and preservation of state and local government in the event of a major disaster. Law and order must be preserved and government services maintained during disaster scenarios, including injury or death of key government officials, partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government and industry.

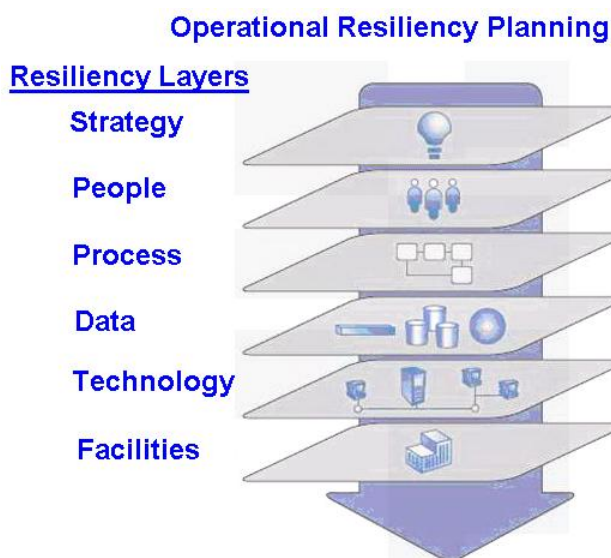
The OHS continues to maintain a comprehensive training and exercise program in accordance with federal and state guidance. The proactive training program ensures that each department has the ability to continue to provide services in case of an emergency. The plan takes a realistic and thorough approach to identifying key functions, personnel and systems, building in redundancies and alternate capabilities, and identifying a strategy for training and exercising personnel to make the plan effective.

In addition to the above program, OHS assists the Governor's Executive Branch in redefining and streamlining continuity processes, which includes chairing the Governor's Emergency Operations Executive Council (GEOEC) State Strategic Implementation Taskforce developing programs to enhance and promote California's Continuity. Through these efforts, the GEOEC State Strategic Implementation Taskforce strives to develop and coordinate an unprecedented partnership between business and government to deal with the complex issues of continuity planning. Understanding the roles, responsibilities, and authorities of federal, state, local and tribal governments as well as the private sector is crucial in assisting planners to construct effective all-hazard contingency plans.

Over the past year, OHS has routinely coordinated and executed practice readiness activities to enhance preparatory measures for continuity of operations and government. These activities, which include drills, meetings, exercises, discussions, and other preparatory, form the State's Readiness Cycle. The Readiness Cycle utilizes the resiliency planning strategy shown below.

Operational resiliency and flexible infrastructure confer the advantages of modularity and scalability to best deal with an all-hazards environment. This type of layered planning offers flexibility and scalability to meet internal and external changes by:

- Conducting multi-tiered operational resiliency planning.
- Ensuring senior management identifies critical essential functions and processes, consulting with the local, state, federal government and business to develop an integrated



continuity plan.

- Incorporating emergency-response teams that triage from “minutes to hours” during the response.
- Continually refining and improving the plan.
- Appropriately integrating inter-agency continuity planning to promote interoperability and prevent redundancies.
- Embracing a strong set of values in order to accomplish the mission of organizational resiliency.
- Building trusted ties/partnerships at all levels of government and the private sector.
- Developing multi-level core competencies that address the capability to conduct and execute incident response.
- Incorporating a proactive training, testing program that evaluates the plan, and embeds best practices and lessons learned.

### **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with Continuity of Operations/Government and Business Continuity Planning.

OBJECTIVE 7.1	Strengthen Catastrophic Emergency Management Capabilities Across all Mission Areas
OBJECTIVE 7.6	Enhance Regional Response Capabilities for Terrorism Events/Institutionalize Terrorism Planning and Multi-Hazard Emergency Planning and Response
OBJECTIVE 8.3	Enhance Existing Continuity of Operation Planning and Continuity of Government (COOP/COG)
OBJECTIVE 8.8	Continue to Evolve Training Programs to Meet Demands and Challenges in a Changing Environment

### **2008 Accomplishments:**

- Met Fiscal Year 2008 NIMS/SEMS ICS training compliance requirements.
- Examined OHS preparedness and response by identifying critical staffing levels during crisis, emergency, or situations that may disrupt normal operations.
- Examined basic COOP/COG Plan knowledge of executive and coordinating staff on the 11 essential functions of a viable continuity planning process.
- Examined the employee handbook guide, standard operating procedures (SOP) response guide and Appendix D forms and formats that provide set standards for all participants.
- Examined the decision making process – management by objective to respond to different scenarios of complexity to measure organizational flexibility and adaptability.



- Examined COOP/COG Plan in an NIMS/ICS EOC training course for mid and senior management ensuring “form follows function”.
- Identified procedural, personnel, administrative and logistical needs to enhance COOP/COG implementation, communication, coordination, and cooperation.
- Examined individual and department roles at, and between each essential functional level.
- Identified communications and coordination channels between executive staff, coordinating staff, initial response team, and the information center/department operations center (DOC).
- Examined critical staffing levels and discuss what triggers increasing staffing levels.
- Examined and reaffirmed through MOU-appropriate alternate facilities that provide flexibility and sustainability.
- Provided better understanding of Business Continuity Planning (BCP) through executive case studies.
- Provided the opportunity to collectively participate to enhance team dynamics.
- Provided better understanding of agency policies and direction when implementing COOP/COG Plan.
- Provided a better understanding through an Employee Handbook Guide.
- Provided a better understanding of response planning through review of the COOP/COG Standard Operating Procedures.
- Reviewed and incorporated ICS forms and formats within training, exercises and drills.
- Provided the opportunity to walk through alternate site/facilities to review basic layout and ask specific essential functions questions.
- Developed, through DGS, a state agency digital dashboard web application template to ensure situational awareness and common operational picture within department operation centers.
- Provided a better understanding of what a pandemic is and how to prepare for it. (Developed a pandemic influenza preparedness and response annex that is incorporated into the continuity plan in Annex F – Pandemic Influenza and Response Plan.)
- Provided a better understanding of evacuation planning. (Developed and trained employees on occupant/building evacuation procedures.)
- Provided a better understanding of Shelter-In-Place (SIP) planning.
- Developed and trained employees on SIP procedures.
- Reviewed continuity of operations case studies from government agencies and the private sector to gain a practical approach for preparedness and crisis management.
- Established Partnership with FEMA Region IX and State Regional COOP Coordinators.
- Established Partnership with CDHS Pandemic Preparedness Coordinator.

- Provided general direction for GEOEC State Strategic Implementation Taskforce in implementing a coordinated Exercise program that will result in continual improvement of the capabilities of State Essential Functions (SEFs) by:
  - Focusing on the Incident Management (IM) Decision making Process.
  - Developing core competencies of Management by Objective (MOB).
  - Developing a thorough understanding of incident management and ICS.
  - Implementing actual and/or exercise full-spectrum response.
  - Taking a broader “enterprise” approach to continuity of operations by understanding the complex interdependencies with other agencies—and then address those interrelationships in COOP plans and training.

# Bombing Prevention and Explosive Ordnance Disposal

## **Overview**

The potential threat posed by Improvised Explosive Devices (IEDs) became a major focus and initiative for the Critical Infrastructure Protection (CIP) and Planning, Research, and Emergency Preparedness (PREP) Divisions of OHS during 2008. The OHS developed new initiatives in 2008 to meet the challenge of Explosive Ordnance Disposal.

As part of national efforts emphasizing the importance of raising IED awareness among our federal, state, tribal, local, and private-sector partners, OHS fostered collaboration and cooperation with local and federal law-enforcement agencies, as well as public-safety experts.

The OHS-PREP Division continues the internal collaboration with our OHS partners in the CIP Division to better determine means of countering the IED threat. Critical infrastructure is the focus of bomb squads' protection efforts, at the local, state, federal, and tribal levels, and the partners' input played a key role in shaping planning efforts and resources.

The OHS also continues collaboration with the US-DHS Office for Bombing Prevention (OBP) to improve multi-jurisdictional cooperation between law-enforcement agencies. The use of typing, metrics, and Geographic Information Systems (GIS) technology allowed OHS to better map and track the capabilities and equipment of all of the State's bomb squads. Collection and retention of this information will be useful in future efforts to improve cooperation among first responders who may deal with IEDs.

To enhance the counter-IED preparation and planning efforts of local bomb squads, OHS developed a Resource Guide for Improvised Explosive Device (IED) Attack Deterrence, protection, Protection, and Response. The document contains resources intended to assist bomb squads/teams in enhancing their current prevention and response plans. The Guide follows recommendations by OBP and is in line with national initiatives that promote increased collaboration and coordination across the EOD field.

## **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with EOD Teams, and OHS' accomplishments in this field.

OBJECTIVE 7.2	Strengthen CBRNE Detection, Response and Decontamination Capabilities for a Multidiscipline Response to Terrorism
OBJECTIVE 7.5	Enhanced Coordination and Response Activities through a System of Resource Typing, Inventoried Resources and Credentialing
OBJECTIVE 7.6	Enhance Regional response Capabilities for Terrorism Events/Institutionalize Terrorism Planning and Multi-Hazard Emergency Planning and Response
OBJECTIVE 7.13	Develop Statewide Workgroup for K-12 Schools Planning and Emergency Preparedness

## **2008 Accomplishments**

- Initiated coordination with DHS-OBP to utilize their resources in the development of the Bomb-making Materials Awareness Program (BMAP) and TRIPWire database materials for private sector entities.
- Ensured that all California bomb squads were aware of and met FBI bomb squad accreditation standards by the April 2009 deadline for compliance by cooperating and collaborating with local bomb squads to close robot-related capability gaps.
- Developed Resource Guide for Improvised Explosive Device (IED) attack deterrence, protection, protection, and response.
- The California Metrics Project initiated action to type and categorize EOD teams, their equipment, and their capabilities.
- As outlined in the Explosive Device Response Operations Target Capabilities List (TCL) and the relationship to Emergency Support Functions (ESF), OHS along with the OES Law Enforcement branch will provide assistance in the development of plans, procedures, programs, and systems for preparedness and performance measures through mutual aid agreements.
- Enhanced Critical Infrastructure Protection efforts through the identification of new threats and countermeasures.
- Commenced development of GIS Map for the Bomb Squads within California which will identify the capabilities and the resources available and identify gaps.
- The OHS commenced a partnership with State Department of Education and public and private K-12 Schools for IED prevention.

### **Resource Guide for Improvised Explosive Device (IED) Attack Deterrence, protection, Protection, and Response**

The Resource Guide for Improvised Explosive Device (IED) attack deterrence, protection, protection, and response incorporates the resources from local, state, federal, and tribal resources to improve the capabilities and knowledge database available to bomb squad team members and their respective departments or agencies.

The California Metrics Project Team will gather valuable information from local subject-matter experts on local capabilities and resources. To better incorporate information and input from experts at all levels, OHS coordinated and collaborated with partners from the DHS Office for Bombing Prevention (OBP), as well as state and tribal partners, and local city and county squad commanders.

### **Increasing Collaboration and Cooperation**

The OHS continues collaboration with the private sector including initiatives with our federal partners such as the Bomb-making Materials Awareness Program (BMAP) and TRIPWire, an information-sharing portal for law enforcement and private-sector professionals involved in bombing prevention.

### **Geographic Information Systems (GIS)**

The PREP Division has initiated development with the CIP Division for a Geographic Information Systems (GIS) map, which will display location and capabilities data for use of

bomb squads for existing and potentially new mutual-aid agreements.

Using geo-spatial imaging and mapping programs, the PREP Division will coordinate with the CIP Division to enter the State's bomb squads into a database that will allow teams to better coordinate and cooperate with first responders from nearby jurisdictions.

### **Improving Typing and Metrics**

The California Metrics Project was developed to identify and close capability gaps in equipment for first responders, including bomb squads. Additionally, included in the Resource Guide are links and contact information for federal-level resources that can help squads receive grants that can be used for the purchase of new equipment.

The PREP Division also collaborated with representatives from local bomb squads to ensure that each of the State's squads met accreditation requirements prior to the April 2009 deadline for compliance with the requirement that each squad possess a bomb-disarming robot in order to remain accredited as outlined in the FEMA Information Bulletins.

The National Guidelines for Bomb Technicians, promulgated by the National Bomb Squad Commanders Advisory Board (NBSCAB) and enforced by the FBI BDC, requires that: "Beginning April 1, 2009, each existing accredited bomb squad must have at least one remotely operated vehicle (robot), as defined in 7.1.2.5 [National Guidelines for Bomb Technicians], within their inventory in order to be approved for re-accreditation, which is required every five years". The PREP Division's efforts ensured that all of California's bomb squads will be able to respond well in an all-hazards environment.

California uses the FEMA 120 standards for typing of bomb squads. These typed resources will be used to identify available resources for mutual aid use as well as allow the state to better fulfill capability gaps. The California Metrics Project, an OHS initiative, has begun typing bomb squads as part of the effort to better identify capability gaps.

### **Multi-Jurisdictional Plans**

Ongoing coordination with OBP for the development of Multi-Jurisdiction IED Security Plans (MJIEDSPs) aids in the development of a regional approach to prevention planning and response. The MJIEDSPs will ensure the ability to prioritize the implementation of layered security measures given limited resources, and may eventually be a requirement for future Homeland Security Grant Funding. The development of MJIEDSPs for California UASI's will be completed by 2009.

## School Safety

### **Overview**

Attacks at Virginia Tech and Columbine high school have shown students are not exempt from violent attacks while at school. Consequently, we must prepare the stewards of California's youth to respond to manmade and natural disasters.

The Governor's Office of Homeland Security (OHS) is working in partnership with numerous other state agencies to enhance school safety. The OHS has worked to gather feedback from school-safety stakeholders and identify gaps in current state policy as it relates to school safety. Through partnerships with several schools, county offices of education, and regional committees, OHS is moving forward, proposing solutions that will help empower California's schools to prepare for and respond to emergencies.

### **2008 Goals and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with school safety.

OBJECTIVE 1.23	Assist with the Development of Interoperability Assessment for Schools and Universities
OBJECTIVE 7.13	Develop Statewide Workgroup for K-12 Schools Planning and Emergency Preparedness

### **California Taskforce on School Safety and Emergency Preparedness:**

To enhance child security and school preparedness, OHS has coordinated with partners including the Office of Emergency Services, California Volunteers, California Department of Education and the Office of the Secretary of Education to form a Taskforce on School Safety and Emergency Preparedness.

The mission of the Taskforce is to empower California's schools to effectively address safety and emergency-preparedness challenges by identifying resources for improving emergency preparedness, pandemic planning, training, volunteer coordination, and vulnerability assessments. The taskforce will work toward centralizing current resources and information as well as actively seeking external collaboration. The objectives of the taskforce include:

- Create an online school safety resource center for school safety stakeholders, students, and parents.
- Thoroughly survey available school safety and catastrophic preparedness resources and condense beneficial information making it available through a central web based resource.
- Review and update existing school emergency preparedness guidance documents.
- Increase the number of training opportunities.
- Help schools identify funding sources, training, and resources for efforts such as emergency preparedness, pandemic planning, educating school safety officials in security, and hardening school building vulnerabilities.
- Identify local best practices and share them statewide.

**Team SAFE-T:**

Developed in response to the 9/11 terrorist attacks, Team SAFE-T (School and Family Emergency Training) is an alliance of public and private organizations organized by a group of concerned citizens in Los Angeles, California who joined together to increase education and awareness in response to various natural and manmade emergencies/disasters throughout California.

Team SAFE-T has formed a strong partnership with OHS. They were funded with \$75,000 in FY06 UASI funds. They have completed their planning, and they have expended the full amount awarded. Team SAFE-T used their funds for planning to develop internet-accessible and culturally and linguistically appropriate safety and preparedness curricula, and how to provide this information to public school teachers/administrators, students, parents and the community. The OHS will continue to have open discussions and exchange status updates.

**Southern California Regional School Safety Coalition:**

The OHS is an active member of the Southern California School Safety Coalition. The Coalition is comprised of county offices of education representatives, school administrators, and law-enforcement officers. Through their efforts, the Coalition has created a readiness template, position guides, protocols and standardized forms. In addition, they have produced a document entitled "Safe Guarding Schools: Mitigating School Shootings", developed terrorism-response training for schools, and designed a pandemic preparedness manual for schools.

**School Polling Site Security Tips:**

School and community officials typically make their facilities available for Election Day voting. Practices in earlier years often allowed schools to be somewhat open and relaxed on Election Day. However, schools may face increased security challenges due to the high number voters coming on campus. Previously, there has been no guidance from the State to help schools improve security measures when hosting a polling site on Election Day. To help remedy this, OHS hosted a meeting and generated a list of security suggestions for school polling sites. On September 26, 2008, the State Superintendent of Public Instruction, Jack O'Connell, issued a press release publicizing the finalized list.

**California School Resource Officers Association's (CSROA) Annual Conference:**

The OHS played an active role at the 2008 California School Resource Officers' Association Conference on August 25-28, 2008. OHS's participation included:

- Provided an eight hour pre-conference Terrorism Liaison Officer (TLO) Training
- Director Matthew Bettenhausen delivered opening remarks on the first day of the conference
- The OHS Training Division hosted a informational booth for the duration of the conference

## Enhancing Tribal Collaboration

### **Overview**

Federal, state and local governments have long struggled through to standardize collaboration and cooperation with all 108 Federally Recognized Tribes throughout California. Current efforts emphasize the importance of building trust, and convincing tribes to recognize the benefits of understanding state and local governmental processes and potential avenues for collaboration. In light of the nation-to-nation approach normally taken by the federal government to tribes in California, the need for intergovernmental coordination is an inevitable reality.

To improve collaborative efforts with tribal emergency-response programs, OHS works in partnership with other local/state agencies to develop and enhance a comprehensive strategy for emergency preparedness and planning for all tribes in California. In concert with other state and federal agencies, OHS has emphasized outreach efforts to California's tribes, and increased the number and size of participation and outreach campaigns to raise awareness about emergency-management issues pertinent to tribes.

### **2008 Objectives and Accomplishments**

The following are the objectives from the 2008 *California Homeland Security Strategy* associated with enhancing tribal collaboration, and OHS' accomplishments in the field this year.

OBJECTIVE 5.2	Increase the Number of Volunteers to Work with the Special Needs Population (Social/Cultural/Language/Physical/Geographical/Isolated Population to include Tribal Groups and Migrant Seasonal Farm Workers)
OBJECTIVE 5.15	Enhanced Outreach Activities with State Partners to 107 Federally Recognized Tribal Nations Within California

### **2008 Accomplishments**

- Liaison for the Golden Phoenix Training event in San Diego, California. Opened a dialogue for tribal participation with BIA and US Custom Border and Patrol.
- Participated with Department of Health Care Services, Indian Health Care Services, and Educational Workshops throughout California.
- Assisted with the first direct support grant for Emergency Preparedness Exercise for Morongo Band of Mission Indians.
- Coordinated with OHS Training Division to bring more mobile training opportunities for requesting tribes.
- The OHS designated a portion of the State Homeland Security Grant Program funds to the Native American Tribes in California. The intent of the allocation is to better prepare all participating tribes in emergency planning and preparedness.
- The OHS participate extensively with Inter-Tribal Council of California, California Tribal Nations Emergency Management Council.



